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IN THE

Supreme Court of the United States

OCTOBER TERM, 1962

No. [redacted] 132

DON WILLIAMS, *Appellant*,

v.

THE CITY OF WICHITA, KANSAS, *Appellee*.

Appeal from the Supreme Court of the State of Kansas

JURISDICTIONAL STATEMENT

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DON WILLIAMS, *Appellant*,

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THE CITY OF WICHITA, KANSAS, *Appellee*.

Appeal from the Supreme Court of the State of Kansas

JURISDICTIONAL STATEMENT

Appellant Don Williams appeals from the judgment of the Supreme Court of the State of Kansas entered on September 17, 1962, holding the 1945 Water Appropriation Act of Kansas valid under the Due Process and Equal Protection Clauses of the Fourteenth Amendment to the Constitution of the United States.

OPINION BELOW

The opinion of the Supreme Court of the State of Kansas, including the dissenting opinion of Justice Schroeder, is reported at 190 Kan. 317 and at 374 P. 2d 578. Copies of these opinions as they appear in the advance sheets of the Kansas Reports are being filed separately and simultaneously herewith. References herein to those opinions are to the advance sheets (i.e., 190 Kan. at 341).

The District Court of Harvey County, Kansas, rendered no opinion.

JURISDICTION

This action was brought in the District Court of Harvey County, Kansas, to enjoin the City of Wichita, Kansas, from drilling and pumping water-supply wells so as to divert subterranean water from under appellant's land. The District Court found that the statute under which the City so acted, the 1945 Water Appropriation Act of Kansas, was invalid under the Constitutions of both Kansas and the United States for the reasons specified by the appellant in his statement regarding the validity of the statute at R. 26-28. The requested injunction was accordingly entered.

On September 17, 1962, that judgment was reversed by a majority of the Supreme Court of the State of Kansas, the court holding that the aforesaid Water Appropriation Act does not violate either the Kansas or the United States Constitution. The court considered and rejected all of appellant's contentions under the Ninth and Fourteenth Amendments and Sec. 10 of Art. 1 of the Constitution of the United States, 190 Kan. at 318, and further noted that "*the constitutionality of the Act is actually the single deci-*

sive issue of the case." 190 Kan. at 319 (emphasis added). Justice Schroeder's dissent was likewise "directed solely to the issue upon which the court decided the case—the constitutionality of the 1945 Water Appropriation Act on the *federal issue* of due process," 190 Kan. at 364. On October 19, 1962, appellant's motion for rehearing was denied. R. 152.

On January 15, 1963, appellant duly filed in the Supreme Court of the State of Kansas a Notice of Appeal to this Court. R. 153. On February 27, 1963, Justice Fatzer of the Kansas Supreme Court signed an order extending the time from March 16, 1963, to and including May 15, 1963, in which to docket the appeal in this Court.

The jurisdiction of this Court to review the judgment below by appeal is conferred by 28 U.S.C. § 1257(2).

QUESTIONS PRESENTED

1. Whether the Water Appropriation Act of Kansas, construed and applied so as to deny just compensation to a landowner whose common law right to use underground water to irrigate his crops has been destroyed, is consistent with the Due Process Clause of the Fourteenth Amendment to the United States Constitution.

2. Whether the Water Appropriation Act of Kansas, construed and applied so as to create a classification for just compensation purposes that discriminates against and denies compensation to a landowner who uses natural rather than artificial irrigation methods, is consistent with the Equal Protection Clause of the Fourteenth Amendment to the United States Constitution.

STATUTE INVOLVED

The statute involved is the 1945 Water Appropriation Act of Kansas, as amended (G.S. 1949, § 82a-701, et seq., as amended). The pertinent portions are set forth in the Appendix hereto, p. 1a, *infra*. The critical portion of the statute is § 82a-701 (d), reading as follows:

> "Vested right" means the right of a person under a common law or statutory claim to continue the use of water having actually been applied to any beneficial use, including domestic use, on or before June 28, 1945, to the extent of the maximum quantity and rate of diversion for the beneficial use made thereof, and shall include the right to take and use water for beneficial purposes where a person is engaged in the construction of works for the actual application of water to a beneficial use on June 28, 1945, provided such works shall be completed and water is actually applied for such use within a reasonable time thereafter by such person, his heirs, successors or assigns. Such a right does not include, however, those common law claims under which a person has not applied water to any beneficial use within the periods of time set out in this subsection.

STATEMENT

At issue in this case is the validity, under the Constitution of the United States, of the 1945 Water Appropriation Act of Kansas (G. S. 1949, § 82a-701, et seq., as amended) as interpreted by the court below and as applied to the facts of this case. Such validity, said the court below (190 Kan. at 319), is "the single decisive issue of the case."

This injunctive action began in 1958 with the filing of a petition in the District Court of Harvey County,

Kansas. That petition as amended (R. 6, 17) sought to enjoin the City of Wichita from drilling and pumping ten municipal water-supply wells in the Wichita well-field area in Harvey County, under which are the Equus Beds. Appellant, the owner of land in the vicinity of these wells, alleged that the pumping of the wells would divert subterranean water from under his land and cause irreparable injury for which there was no adequate remedy at law. The appellant further alleged that the Water Appropriation Act of 1945, pursuant to which the city drilled and pumped its wells, was unconstitutional and invalid. R. 8. This allegation was expanded at the time of trial to include specific claims of illegality under the Due Process and Equal Protection Clauses of the Fourteenth Amendment, as well as under Article I, Section 10, and the Ninth Amendment of the Constitution of the United States.[1] R. 26-28.

The following pertinent and essentially uncontested facts were developed at the trial[2] or were referred to by the Supreme Court of the State of Kansas:

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[1] These federal constitutional issues were duly noted in the opinion of the Supreme Court of the State of Kansas, 190 Kan. at 318, and were necessarily passed upon and rejected. Since the appellant's arguments heretofore made as to the invalidity of the Act under Art. I, Sec. 10, and under the Ninth Amendment are encompassed by the arguments under the Due Process and Equal Protection Clauses of the Fourteenth Amendment, only the latter two clauses are specifically advanced in this appeal as grounds for invalidating the statute.

[2] Certain preliminary matters stemming from the District Court's issuance of an *ex parte* restraining order immediately following the filing of the petition were the subject of an appeal to the Supreme Court of the State of Kansas. *Williams* v. *City of Wichita*, 184 Kan. 53, 335 P. 2d 353. These matters are no longer in issue.

(1) Underlying appellant's land in south-central Kansas is a slowly moving body of water, flowing through what is known as the Equus Beds. These beds underlie portions of four Kansas counties, or some 2,340 square miles. The beds themselves are composed of pleistocene deposits—permeable mixtures of sand, gravel, clay and silt formed during the four glacial periods of the last million years.[3]

(2) The Equus Beds, as noted in the majority opinion below (190 Kan. at 320), are located in what is known as the McPherson channel of the ancestral Smoky Hill River. This channel, which has ascertainable lateral limits, was gouged out by water in the early glacial periods and gradually became filled with the present soil mixtures forming the Equus Beds. R. 46-47.

(3) The direction of the normal flow of water in the Equus Beds is generally southeasterly at the rate of two or three feet per day. R. 49. But this flow may be influenced and changed by well pumping operations, which cause the water to flow toward the well borings. In the absence of pumping, however, the spillway or drain of the flowing water is the Little Arkansas River.[4] R. 47.

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[3] The known facts concerning the Equus Beds and the movement of water therein are to be found in Stramel, *Progress Report on the Ground-Water Hydrology of the Equus Beds Area, Kansas* (Bulletin 119, Part 1, State Geological Survey of Kansas, Univ. of Kansas Publications, 1956). This Bulletin (referred to hereinafter as "Bulletin") was before the Supreme Court of the State of Kansas and was introduced into the trial record. R. 36. Copies of this Bulletin are being filed with the Clerk, simultaneously herewith, for the convenience of this Court.

[4] The Supreme Court of the State of Kansas found, 190 Kan. at 325, that the "assertion" that the Equus Beds form an underground stream with known limits, course and direction was "not

(4) The water in the Equus Beds, like the water in any stream or river, is of a transient nature in that it is derived from precipitation falling on the land surface and gradually disappears either through (a) seepage into the Little Arkansas River, (b) evaporation, (c) evapotranspiration, or natural utilization of water by plants from absorption in their root systems, or (d) pumping.[5] The Equus Beds are renewed or recharged by rainfall.

(5) Pumping water from the Equus Beds was first started by the City of Wichita about 1940. There are now a total of 138 wells in this area. Of that number, 55 belong to the City of Wichita, 18 to other municipalities, and 65 to various irrigators. During pumping, these wells tend to draw the flow of water toward them. "The city of Wichita is by far the largest user of water in or near the well field."[6] The current rate of Wichita's total pumping is approximately 30,000,000 gallons per day. R. 43. The court below also found that the ten wells in issue operated by the city "have clearly affected the direction of flow." 190 Kan. at 324.

(6) Appellant is the fee title holder of an 80-acre tract overlying the Equus Beds, the original title

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supported by the evidence." But the only evidence before the court, i.e., the Bulletin referred to in note 3, *supra*, and the testimony of its author, R. 35-50, demonstrates the accuracy of the above description; indeed, the court itself, 190 Kan. at 320-321, gave precisely this description of the underground stream. This confusion in the court's opinion as to the physical characteristics of the Equus Beds, however, is not critical to the constitutional problems presented by this case.

[5] "Ground water in the Equus beds area is a transient resource. The water is derived from precipitation falling on the land surface, and, if the water is not used, it slowly moves out of the area and is replaced by new ground water." Bulletin, p. 23.

[6] Bulletin, p. 9.

having passed from the United States into private ownership in 1876. See 190 Kan. at 352. Since 1939 he has conducted all farming operations on the land. Until the City of Wichita began water pumping operations, this land was naturally subirrigated from the water in the Equus Beds and was not dependent on the vagaries of rainfall for productivity. The proximity of the natural water reservoir to the surface of the land caused appellant's property to be among the most valuable farm acreage in Kansas.

(7) Appellant testified that prior to the fall of 1952 this land was worth $300 per acre. At that time the City of Wichita made application to the chief engineer of the Division of Water Resources, pursuant to the Water Appropriation Act, for an appropriation permit to drill and pump some twenty wells in the area, the one nearest the appellant's land being about 1½ miles distant. Although none of the wells was completed until 1958, and none was actually pumped until early in 1959, appellant testified that the immediate effect of the 1952 application was to reduce the value of his land by $100 per acre. R. 50.

(8) Appellant and his expert witness testified further that the actual drilling of the wells in 1958 caused an additional decrease of $100 per acre in the value of his land. R. 51. Thus the total decrease in the value of the land was shown to be, and was found by the court to be, $200 per acre, quite apart from the decrease in the land's productivity. As a result of various pumpings from the Equus Beds, particularly by the City of Wichita, the water table under the land was materially lowered over the years and the crop

roots were deprived of all their natural water source.[7] Appellant's corn and alfalfa crops failed despite efforts at artificial irrigation. This property, once nationally known for its alfalfa production, is now worthless for that purpose. Even trees on the land have died for lack of water. Only wheat and sorghum can now be grown. R. 52-53.

(9) All twenty of the wells for which application was made by the City of Wichita (ten of which wells are the subject of this litigation) are located on easements acquired by the City of Wichita by contract with other landowners. See 190 Kan. at 349. By each indenture, the city acquired an easement on a five acre tract plus (a) "All of the water bearing sands and water rights . . . in and under said tracts," (b) the right "to use . . . as much of the surface of said tracts of real estate as may be necessary," and (c) the right to go on the surface to "drill for, procure and extract any and all sub-surface water . . . which may flow or percolate thereto from other lands." R. 62-65; see 190 Kan. at 349.

At the conclusion of the trial, the District Court of Harvey County, Kansas, on August 18, 1960, entered a judgment in appellant's favor and permanently

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[7] "When water is pumped from a well, the water level in and around the well is lowered, the greatest amount of lowering being at the pumped well . . . . Continued pumping gradually lowers the water level, and the effects of the pumping can be observed at increasingly greater distances." Bulletin, p. 31. It has been determined that, as a result of Wichita's pumping, in an area of about 6 square miles the water table has declined more than 20 feet, and in an area of about 76 square miles it has declined more than 4 feet. Bulletin, p. 49. "The water table is affected by the city's pumping in an area of about 100 square miles." Bulletin, p. 4.

enjoined the City of Wichita from proceeding further with pumping any water wells in Harvey County so as to divert water from under appellant's land, unless and until it shall have acquired the right to do so by contract or condemnation proceedings. R. 55-59. The court further decreed that "the so-called Water Appropriation Act of Kansas, appearing as G.S. 1949, 82a-701, and said act as amended, is unconstitutional and invalid for the reasons and upon the grounds set forth in the 'Statement of Plaintiff Regarding Validity of Water Act', which reasons and grounds are hereby incorporated herein by reference." R. 57. Thereby incorporated, as grounds for invalidating the statute, were the federal constitutional claims advanced by appellant at the opening of the trial. R. 26-28. The District Court, on the basis of the evidence submitted, also found "Each and all of the issues of fact and law in favor of the plaintiff and against the defendant, the City of Wichita." R. 58.

Upon appeal by the City of Wichita, R. 60-62, the Supreme Court of the State of Kansas reversed the judgment of the District Court and, over the dissent of Justice Schroeder, held the Water Appropriation Act valid under both the federal and state constitutions. In this holding, the court noted that the City of Wichita had abandoned all specifications of error "except those asserting that the district court erred in holding the Act unconstitutional and in granting judgment on the merits in favor of plaintiff." 190 Kan. at 319. Such narrowing of the scope of the appeal, said the majority, "is in keeping with the statement of plaintiff's counsel that the constitutionality of the Act is actually the single decisive issue in the case." 190 Kan. at 319. See also Justice Schroeder's

statement, 190 Kan. at 364, to the effect that the majority had decided the case solely on the issue of the validity of the Act under the federal Due Process Clause.

The majority opinion below is long, confused and internally inconsistent, as the dissenting opinion makes plain. But a fair summary of its basic determinations as to the Water Appropriation Act, from which the federal constitutional claims emerge, may be made as follows:

(a) The "vested rights" recognized by the Act as entitled to compensation do not include those common law rights in the use of water by natural processes as it passes under the land in question. Appellant's rights here were determined to be of that nature and hence not entitled to compensation for their destruction. Contrary to pre-1945 Kansas common law, appellant was said to have no common law or vested interest in preventing others from pumping or diverting the underground water even though the natural subirrigation of appellant's land and crops was completely destroyed thereby.

(b) The "vested rights" recognized by the Act as entitled to compensation relate only to those beneficial uses of underground water in the form of artificial diversion works, such as wells, dams, pipes, irrigation ditches and the like. Appellant's use of the underground water to provide natural irrigation for his crops through root absorption was defined to be a "nonuse" and hence excluded from the statute's definition of "vested rights" entitled to compensation when impaired or destroyed.

The conclusion reached was expressed in the majority opinion as follows (190 Kan. at 341): "The suggestion

that he [appellant] has such rights in ground water underlying his land as must be acquired by eminent domain is untenable."

Thus appellant has fully exhausted the remedies in the state courts, remedies which were thought by the three-judge federal court in *Baumann* v. *Smrha*, 145 F. Supp. 617 (D.C. Kan.), to afford protection to any vested rights appellant might have under the statute so as to warrant abstention by that court. The affirmance of that three-judge determination by this Court, *Baumann* v. *Smrha*, 352 U.S. 863,[8] was premised upon motions to affirm urging that the courts of Kansas were available to afford protective relief for appellant's rights. Now that the Supreme Court of Kansas has ruled that appellant has no rights protected by the Water Appropriation Act, the validity of that Act under the federal Constitution is squarely and inescapably in issue.

THE QUESTIONS ARE SUBSTANTIAL

Critical questions under the Due Process Clause and the Equal Protection Clause of the Fourteenth Amendment are raised by this appeal. Those questions relate to the power of a state legislature to permit the taking of property rights in the beneficial use of water without requiring the payment of just compensation.[9]

The constitutional answers are not to be found in the unquestioned power of a state to conserve so vital a natural resource as water or in its authority to regulate

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[8] Mr. Justice Reed and Mr. Justice Douglas would have noted probable jurisdiction of the appeal. 352 U.S. 863.

[9] "The suggestion that he has such rights in ground water underlying his land as must be acquired by eminent domain is untendable." 190 Kan. at 341.

the usage of this resource in order to preserve equality in the right of use. Within the bounds of public interest, there is no constitutional reason "why those who get the waters should be spared from making whole those from whom they are taken. Public interest requires appropriation; it does not require expropriation." *United States* v. *Gerlach Live Stock Co.*, 339 U.S. 725, 753.

To deny that proposition is to hold that the Fourteenth Amendment, with its just compensation requirements, is of no avail and has no application where the invasion of private rights is effected by a state legislature in order to achieve some public purpose. This Court has never so held. See *Davidson* v. *New Orleans*, 96 U.S. 97, 102; *Chicago, B. & Q. R. Co.* v. *Chicago*, 166 U.S. 226, 235; *United States* v. *Lynah*, 188 U.S. 445, 470.

I. The Due Process Questions

(A) *The nature of appellant's rights in the use of the underground waters.* Prior to the enactment in 1945 of the Water Appropriation Act of Kansas, appellant unquestionably did make use of the waters in the Equus Beds underlying his land by the natural process of subirrigation—the natural utilization of water by plants from absorption in their root systems. This utilization of the water made appellant's lands among the most productive and valuable in Kansas. Such utilization, moreover, was a well-established property right. Recognition of that right came from both the common law of Kansas and state legislative expression.

In a 1944 decision delineating the nature of such property rights in the very Equus Beds here involved,

the Supreme Court of the State of Kansas held (a) that water rights in Kansas had always been governed by common law principles save where modified by statute, (b) that underground waters, including those in the Equus Beds, are part of the real estate in which they are situated, and (c) that a party having the right of eminent domain may appropriate underground water to his use by condemnation proceedings. *State ex rel. Peterson* v. *Kansas State Board of Agriculture,* 158 Kan. 603, 149 P. 2d 604.[10] Among the earlier Kansas cases cited by the court in the *Peterson* decision were those holding that while the landowner may make reasonable use of the underlying water as he sees fit he may not thereby destroy or diminish the flow of water on or under his neighbor's land, to the injury of his neighbor. *City of Emporia* v. *Soden,* 25 Kan. 588; *Wallace* v. *City of Winfield,* 96 Kan. 35, 149 P. 693.

The Kansas decisions prior to the adoption of the Water Appropriation Act in 1945 thus reflected the general common law rule, as developed in the majority of American jurisdictions, that the surface owner has a property interest in the use of subterranean waters beneath his land, an interest entitling him to legal protection against injuries to, or destruction of, his use-rights due to diversions or depletions of the water-

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[10] Two years after the *Peterson* decision, the Kansas court reiterated that "Under our decisions water in the land is a part of the land itself." *Arensman* v. *Kitch,* 160 Kan. 783, 791, 165 P. 2d 441, 446.

The pertinent portions of the *Peterson* opinion referred to above are set forth in the dissenting opinion of Justice Schroeder in the instant case, 190 Kan. at 342-343.

supply.[11] Such legal protection includes a requirement of compensation for losses suffered in the productivity or value of the land caused by lowering the water level through municipal well-pumping.[12]

The pre-1945 Kansas law in this respect, moreover, made no distinction in the protection afforded as between subterranean streams or mere percolating waters.[13] Such is evident from the representations made to this Court by the State of Kansas on behalf

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[11] The American rule to this effect is a modification of the early English common law rule. See Walsh on Equity § 36, pp. 194-195 (1930); 1 Thompson on Real Property § 75, pp. 84-88 (Perm. ed. 1939); 2 Nichols on Eminent Domain § 5.78, p. 120 (3d ed. 1950); Ziegler, *Water Use Under Common Law Doctrines*, Water Resources and the Law 51, 80-81 (Legislative Research Center, Univ. of Michigan Law School, 1958); Water Resources Law, Vol. 3, pp. 158-162 (Report of the President's Water Resources Policy Commission, 1950). See also the extensive discussion of this problem in *City Mill Co., Ltd.* v. *Honolulu Sewer & Water Commission*, 30 Hawaii 912.

[12] *Forbell* v. *City of New York*, 164 N.Y. 522, 58 N.E. 644; *Schenk* v. *City of Ann Arbor*, 196 Mich. 75, 163 N.W. 109; *Davison* v. *City of Ann Arbor*, 237 Mich. 453, 212 N.W. 81.

[13] Despite the clear expert evidence (see attached Bulletin) that the water in the Equus Beds under appellant's land flows through the known McPherson channel toward a known outlet, the majority opinion below purported to find that these underground waters were percolating in nature (i.e., oozing, seeping or filtering throughout the underground soil without a defined or known channel). But appellant's rights under Kansas common law were essentially the same under either description.

As was stated by the State of Kansas in 1906 in relation to these very Equus Beds, "by whatever definition this real body of water may be known or designated, whether as an underflow appurtenant to the river, sheet-water, ground-water, percolating water, or any old water, the evidence conclusively shows that its presence and relation to the surface soil of the bottom is of vast importance and incalculable benefit to the riparian lands along the Arkansas river in Kansas." Reply Brief of Complainant State of Kansas on Final Hearing, No. 3, Original, Oct. Term, 1906, p. 109.

of itself and of its property-owning citizens in the prolonged Kansas-Colorado litigation.[14] The State there said that under the Kansas common law, *"even though the underflow is to be held as merely percolating water, the right of the Kansas proprietor to such water, undiminished except by reasonable use, is clear and plain"* and that it *"has been thoroughly settled that an adjoining landowner may not drain percolating water from the lands of his neighbors, make merchandise of the water, and sell it, and that equity will enjoin such drainage of adjoining lands."*[15] [Emphasis supplied.]

In further support of the fact that the common law doctrines of riparian rights applied in Kansas to both types of underground waters, the State of Kansas stated:[16]

> "The underground water of the underflow in Kansas, whether it be deemed a part of the surface stream, a subterranean stream, or mere percolating waters, has been shown to be of great value to whole Arkansas valley in Kansas. It belongs to the owner of the soil. He has a vested right in and ownership of it as much as of his land. To cut off the supply that maintains this flow is as serious a damage to him as directly to drain the flow itself . . . It matters not whether one is

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[14] *Kansas* v. *Colorado*, 185 U.S. 125; *Kansas* v. *Colorado*, 206 U.S. 46; *Colorado* v. *Kansas*, 320 U.S. 383.

[15] Brief of Complainant State of Kansas on Final Hearing, No. 7, Original, Oct. Term, 1905, pp. 218-219. In support of these statements, the State of Kansas cited *Katz* v. *Walkinshaw*, 141 Cal. 116, 70 P. 663; *Smith* v. *City of Brooklyn*, 46 N.Y. Supp. 141; and *Forbell* v. *City of New York*, 164 N.Y. 522.

[16] Brief of Complainant State of Kansas on Final Hearing, No. 7, Original, Oct. Term. 1905, p. 220.

> wronged directly or indirectly; whether by deprivation of the flow by adjoining drainage or by destroying the sources of supply at the fountainhead."

Or, as reemphasized again by the State of Kansas:[17]

> ". . . we assert that, even though this underflow be treated, considered or defined as groundwater, or percolating water, the damage to Kansas by its lowering and depletion is no less real, no less capable of ascertainment, no less a wrong for which a remedy may be found, than if it were a true subterranean river . . . the damage resulting from its deprivation and the destruction of its source and cause, remain the same; and, under recent decisions, it matters not what definition is given it, the right of those who own land affected by its presence remains the same, and definitions and abstractions cannot affect the rights of Kansas or the wrongs done by Colorado."[18]

Not only the common law but also the legislature of Kansas had given recognition to appellant's vested property right in the use of the underground waters. In 1917 the legislature declared "underground waters for all purposes to become appurtenant to the lands under which they flow."[19] Such a declaration clearly

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[17] Reply Brief of Complainant State of Kansas, No. 3, Original, Oct. Term, 1906, pp. 110-112.

[18] As a result of these various representations, this Court in *Colorado* v. *Kansas*, 320 U.S. 383; 399, found that the common law prevails in Kansas as to water rights.

[19] L. 1917, Ch. 172, § 6 [d]. This legislation was still in effect at the time of the adoption of the 1945 Water Appropriation Act. See dissenting opinion of Justice Schroeder herein, 190 Kan. at 363-4.

encompassed property rights in the use of waters in or flowing through the Equus Beds.

Thus, as of 1945, appellant had a clear property right in the use—including the use through the natural processes of evapotranspiration or absorption through plant roots—of the water in the underlying Equus Beds. It was a right which was legally protectable, a right which was valuable enough to *require* an award of compensation should it be destroyed or harmed.

(B) *The due process impact of the statute on appellant's vested property right.* As interpreted and applied by the Kansas Supreme Court, the Water Appropriation Act denies to appellant any compensation for the destruction of, or injury to, his vested right to the beneficial use of the water in the underlying Equus Beds. That result was achieved through the construction of the statutory term "vested right" —a term appearing in § 82a-701(d) and referring to those common law or statutory rights as to which compensation must be made in case of destruction or injury through well-pumping.

(1) The term "vested right" was interpreted so as to confine it to the right of any person under a common law or statutory claim to continue the beneficial use of water by artificial aids only so long as the water remains under or in the land in question. 190 Kan. at 330. The court, recognizing only a right of the landowner to capture and control the water currently under his land and refusing to acknowledge that such right, when exercised through the processes of nature, may be impaired by the action of others in diverting the water from the land in question, read out of the

statute all obligation to compensate the landowner for destruction of his natural use-rights occasioned by the diversion of others.[20] But diversion of water which precludes any chance to utilize it while under one's own land has always been considered an injury to the property right in the underground or surface water which necessitates some form of compensation. See, e.g., *Schroeder* v. *City of New York*, 371 U.S. 208, 213-214.[21]

(2) The term "vested right" was interpreted to include only the common law or statutory right to continue a beneficial use on or within three years before June 28, 1945, or within a reasonable time thereafter, *"by means of diversion works then under construction, to the extent of the maximum quantity and rate of diversion for the beneficial use made thereof."* 190 Kan. at 335 [emphasis supplied].

Thereby precluded from compensation under this statute are those persons whose beneficial use of underground water does not involve artificial diversion

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[20] That such compensation was required under the pre-1945 Kansas common law is demonstrated by the State of Kansas in its statement to this Court that while Colorado had a right to pump underground water "it cannot be said [under the authorities cited] that this underflow [in Kansas], its source and supply may be depleted, diminished or destroyed in order to make merchandise of the water in Colorado." Reply Brief of Complainant State of Kansas on Final Hearing, No. 3, Original, Oct. Term 1906, p. 111.

[21] "If his water has been infringed by the pumping operations of the defendants, compensation therefor can be fixed in the reverse condemnation proceedings made available to the parties by the order of reversal." *Hillside Water Co.* v. *City of Los Angeles*, 10 Ca. 2d 677, 688, 76 P. 2d 681, 687. In the instant case, of course, the suit instituted by appellant is in effect a reverse condemnation proceeding by virtue of the public use of the water which subsequently intervened.

through "diversion works", such as wells, pipes, irrigation ditches and the like. A beneficial user like the appellant, who used the underground waters through the natural evapotranspiration process, irrigating crops through their roots, is barred from any form of compensation for the losses sustained by the artificial lowering of the water table.

But the common law in Kansas and elsewhere never recognized any meaningful distinction as between the beneficial use of water by natural processes and the beneficial use of water by artificial diversion works. As was said by the Supreme Court of California in *Hillside Water Co.* v. *City of Los Angeles,* 10 Cal. 2d 677, 686, 76 P. 2d 681, 686, "the use of this underground supply as an undersupport for irrigation or other surface uses would minimize the requirements of surface irrigation and result in benefit to the surface soil and crop conditions" so that "it may not be rightly said that such use is not a beneficial use of the underground waters."[22]

To deny all compensation to this appellant is to allow the destruction of a valuable right heretofore recognized and protected at common law. The Due Process Clause of the Fourteenth Amendment was expressly designed to preclude such a result, whether by statutory design or judicial decision.

This Court has stated, and reiterated, that the Due Process Clause precludes a state legislature from decreeing that a plot of land now owned by A shall

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[22] See also *Forbell* v. *City of New York,* 164 N.Y. 522, 58 N.E. 644, where an injunction was granted and damages assessed for injury to the plaintiff's celery and water cress crops, which had been naturally irrigated by underground water. The water supply had been depleted by the city's well operations.

henceforth be vested in B. *Savings & Loan Assn.* v. *Topeka,* 87 U.S. 655, 663; *Davidson* v. *New Orleans,* 96 U.S. 97, 102; and see *Kedroff* v. *St. Nicholas Cathedral,* 344 U.S. 94, 120-121. Equally invalid is a statute, like the Water Appropriation Act, that purports to permit B to destroy the property right of A to the beneficial use of water under his land without paying compensation therefor. In both instances, A has been deprived of an important incident of ownership without due process of law.

II. The Equal Protection Questions

The Water Appropriation Act, thus interpreted to permit compensation only to those statutory or common law beneficial users who operate artificial diversion works, raises serious and substantial questions under the Equal Protection Clause of the Fourteenth Amendment.

A state, of course, may establish reasonable classifications in its laws without doing violence to the Equal Protection Clause. But those classifications must be based upon some real and substantial distinctions, bearing a reasonable and just relation to the object of the legislation. *Morey* v. *Doud,* 354 U.S. 457, 465; *Allied Stores of Ohio* v. *Bowers,* 358 U.S. 522, 527.

Plainly, a classification distinguishing between artificial usage and natural usage of underground water raises serious questions of reasonableness in relation to the statutory object of providing just compensation for the loss of water rights. Nothing in the pre-1945 common law of Kansas justified such a distinction in terms of water rights or compensation. And there is a dearth of any precedent in this Court or in any court which, by analogy or otherwise, would

permit this kind of a distinction to be drawn by the Kansas legislature.

In the absence of any asserted basis for this classification, the long and universal recognition of compensable rights in natural usage strongly confirms the arbitrariness and unreasonableness of the statutory discrimination. The utilization of water by the natural processes of absorption through crop roots—technically known as evapotranspiration—is a well-known and widely-used phenomenon; indeed, it is undoubtedly the most economic and waste-free method of water usage imaginable. And on the basis of such usage rests a substantial portion of our farm crop production.

This Court, in *United States* v. *Gerlach Live Stock Co.*, 339 U.S. 725, 730, 752-753, recognized the reasonableness of the use of "the natural seasonal overflow of the stream," moistening and enriching low-lying lands "so that forage and pasturage thrive, as otherwise they can not." The construction of a federal dam, which affected the right under California law "to enjoy natural, seasonal fluctuation unhindered, which presupposes a peak flow largely unutilized," 339 U.S. at 730, was held to give rise to an obligation to compensate for loss of that right. See also *Humphrey Tunnel Co.* v. *Frank*, 46 Colo. 524, 105 P. 1093 (natural use of annual overflow of stream onto adjoining meadowland); *Cascade Town Co.* v. *Empire Water & Power Co.*, 181 Fed. 1011 (D. Colo.) (natural utilization of seepage from stream and natural usage of spray and moisture from waterfall to grow "exceptional vegetation"); *Osterman* v. *Central Nebraska Public Power District*, 131 Neb. 356, 268 N.W. 334 (natural irrigation of crops from underground flow of river).

This reasonable and natural usage of underground water to irrigate crops, of course, accomplishes the same result sought by the construction of wells and ditches—to wit, the watering and irrigating of the soil and crops. As was said in *Thomas* v. *Guiraud,* 6 Colo. 530, 533:[23]

> If a dam or contrivance of any kind will suffice to turn water from the stream and moisten the land sought to be cultivated, it is sufficient, though no ditch is needed or constructed. Or if land be rendered productive by the natural overflow of water thereon, *without the aid of any appliances whatever,* the cultivation of such land by means of the water so naturally moistening the same is a sufficient appropriation of such water, or so much thereof as is reasonably necessary for such use. The true test of appropriation of water is the successful application thereof to the beneficial use designed; and *the method of diverting or carrying the same, or making such application, is immaterial.* [Emphasis supplied.]

In short, no agricultural, hydrological, conservatorial or other public purpose distinction can be drawn between natural and artificial methods of water utilization, let alone a distinction that would justify denial of compensation for the loss of natural use and the award of compensation for the loss of artificial use.

Destruction of either the natural or artificial method of watering crops through the diversion of under-

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[23] See also *Cascade Town Co.* v. *Empire Water & Power Co.,* 181 Fed. 1011, 1018 (D. Colo.): "The complainant is not required to construct ditches or artificial ways through which the water might be taken from the stream, in order that it might appropriate the same. The only indispensable requirements are that the appropriator . . . first, must intend to use the waters for a beneficial use, and second, actually apply them to a beneficial use." That case involved a natural usage of water.

ground water has always been deemed to give rise to the constitutional requirement of just compensation. To create a distinction between the two methods in favor of the artificial technique is to classify out of existence the right to accept and utilize the bounties of nature. It would be a sad commentary on the Equal Protection Clause if it were to be construed to permit a classification whereby a farmer can be denied compensation simply because he sought to use natural fertility methods in the growing of his crops. Fortunately, nothing in this Court's decisions justifies that type of invidious discrimination.

The distinction, in short, is "abhorrent to a sense of justice and violative of the appellant's rights as a co-owner of the waters" beneath his land. See *City Mill Co., Ltd.* v. *Honolulu Sewer & Water Commission*, 30 Hawaii 912, 947.

CONCLUSION

For the foregoing reasons, appellant submits that probable jurisdiction of this appeal should be noted.

Respectfully submitted,

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APPENDIX

The Water Appropriation Act as Amended and Supplemented by the Legislature of 1957

Sec. 82a-701. DEFINITIONS. When used in this act, unless the context indicates otherwise, the following words shall have the following meanings:

(a) "Person" shall mean and include a natural person, a partnership, an organization, a corporation, a municipality and any agency of the state or federal government.

(b) "Chief engineer" means the chief engineer of the division of water resources of the Kansas state board of agriculture.

(c) "Domestic uses" means the use of water by any person or by a family unit or household for household purposes, or for the watering of livestock, poultry, farm and domestic animals used in operating a farm, and for the irrigation of lands not exceeding a total of one acre in area for the growing of gardens, orchards and lawns.

(d) "Vested right" means the right of a person under a common law or statutory claim to continue the use of water having actually been applied to any beneficial use, including domestic use, on or before June 28, 1945, to the extent of the maximum quantity and rate of diversion for the beneficial use made thereof, and shall include the right to take and use water for beneficial purposes where a person is engaged in the construction of works for the actual application of water to a beneficial use on June 28, 1945, provided such works shall be completed and water is actually applied for such use within a reasonable time thereafter by such person, his heirs, successors or assigns. Such a right does not include, however, those common law claims under which a person has not applied water to any beneficial use within the periods of time set out in this subsection.

(e) "Appropriator" means and includes a person who has an appropriation right that has been perfected in conformity with article 7 of chapter 82a of the General Statutes of 1949 and acts amendatory thereof and supplemental thereto.

(f) "Appropriation right" is a right, acquired under the provisions of article 7 of chapter 82a of the General Statutes of 1949 and acts amendatory thereof and supplemental thereto, to divert from a definite water supply a specific quantity of water at a specific rate of diversion, provided such water is available in excess of the requirements of all vested rights that relate to such supply and all appropriation rights of earlier date that relate to such supply, and to apply such water to a specific beneficial use or uses in preference to all appropriation rights of later date.

(g) "Water right" means any vested right or appropriation right under which a person may lawfully divert and use water. It is a real property right appurtenant to and severable from the land on or in connection with which the water is used and such water right passes as an appurtenance with a conveyance of the land by deed, lease, mortgage, will, or other voluntary disposal, or by inheritance.

Sec. 82a-702. *Dedication of use of water.* All water within the state of Kansas is hereby dedicated to the use of the people of the state, subject to the control and regulation of the state in the manner herein prescribed.

Sec. 82a-703. *Water may be appropriated subject to vested rights.* Subject to vested rights, all waters within the state may be appropriated for beneficial use as herein provided. Nothing in this act contained shall impair the vested right of any person except for nonuse.

Sec. 82a-704. *Order determining vested rights other than domestic as of or before June 28, 1945; effect; notice;*

appeal. The chief engineer or his authorized representatives shall proceed with the necessary steps to gather data and other information as may be essential to the proper understanding and determination of the vested rights of all parties using water for beneficial purposes other than domestic. Such observations and measurements shall be reduced to writing and made a matter of record in his office.

The chief engineer shall then make an order determining the rights of all persons making beneficial use of water for all purposes other than domestic on or before June 28, 1945, and the then extent of their uses and shall notify all such water users as to the contents of such order. Service of such notice shall be deemed complete upon depositing such notice in the post office as registered or certified mail addressed to such water user at his last known post-office address. Any such water user who deems himself aggrieved by the order of determination with respect to his water use may appeal to the district court in the manner prescribed by section 24 hereof (82a-724). The order of determination of the chief engineer shall be in full force and effect from the date of its entry in the records of his office unless and until its operation shall be stayed by an appeal therefrom by such user in accordance with the provisions of section 24 hereof (82a-724): PROVIDED, That no such determination shall be deemed an adjudication of the relation between any vested right holders with respect to the operation or exercise of their vested rights.

Sec. 82a-705. *Acquisition of appropriation right to use water other than domestic; approval.* No person shall have the power or authority to acquire an appropriation right to the use of water for other than domestic use without first obtaining the approval of the chief engineer, and no water rights of any kind may be acquired hereafter solely by adverse use, adverse possession, or by estoppel.

Sec. 82a-705a. *Domestic use after June 28, 1945; information to chief engineer.* The use of water for domestic purposes instituted subsequently to June 28, 1945, to the extent that it is beneficial, shall constitute an appropriation right. The chief engineer, however, may require any person using water for any purpose to furnish information with regard to such use thereof.

Sec. 82a-706. *Duties of chief engineer as beneficial use and rights of priority of appropriation.* The chief engineer shall enforce and administer the laws of this state pertaining to the beneficial use of water and shall control, conserve, regulate, allot and aid in the distribution of the water resources of the state for the benefits and beneficial uses of all of its inhabitants in accordance with the rights of priority of appropriation.

Sec. 82a-706a. *Rules, regulations and standards.* The chief engineer, subject to the approval of the state board of agriculture, shall adopt, amend, promulgate, and enforce such reasonable rules, regulations, and standards as he shall deem necessary for the discharge of his duties and for the achievement of the purposes of this act pertaining to the control, conservation, regulation, allotment, and distribution of the water resources of the state.

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Sec. 82a-707. *Principles governing appropriations; priorities.* (a) Surface or ground waters of the state may be appropriated as herein provided. Such appropriation shall not constitute ownership of such water, and appropriation rights shall remain subject to the principle of beneficial use. (b) Where uses of water for different purposes conflict such uses shall conform to the following order of preference: Domestic, municipal, irrigation, industrial, recreational and water power uses. However, the date of priority of an appropriation right, and not the purpose of use, determines the right to divert and use water at any time when the supply is not sufficient to

satisfy all water rights that attach to it. The holder of a water right for an inferior beneficial use of water shall not be deprived of his use of the water either temporarily or permanently as long as he is making proper use of it under the terms and conditions of his water right and the laws of this state, other than through condemnation. (c) As between persons with appropriation rights, the first in time is the first in right. The priority of the appropriation right to use water for any beneficial purpose except domestic purposes shall date from the time of the filing of the application therefor in the office of the chief engineer. The priority of the appropriation right to use water for domestic purposes shall date from the time of the filing of the application therefor in the office of the chief engineer or from the time the user makes actual use of water for domestic purposes, whichever is earlier. (d) Appropriation rights in excess of the reasonable needs of the appropriators shall not be allowed.

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Sec. 82a-708a. *Applications for permits to appropriate water regardless of use by another; fee.* Any person may apply for a permit to appropriate water to a beneficial use, notwithstanding that the application pertains to the use of water by another, or upon or in connection with the lands of another: PROVIDED, Any rights to the beneficial use of water perfected under such applications shall attach to the lands on or in connection with which the water is used and shall remain subject to the control of the owners of the lands as in other cases provided by law. Each application for a permit to appropriate water, except applications for permits for domestic use, shall be accompanied by an application fee of ten dollars ($10.00). All fees collected by the chief engineer pursuant to the provisions of this section shall be paid into the state treasury, at least monthly, and the state treasurer shall credit the same to the general fund of the state.

Sec. 82a-708b. *Same; applications to change place of use; appeal from decision of chief engineer.* Any owner of a water right may change the place of use, the point of diversion, or the use made of the water, without losing his priority of right, provided he shall (1) apply in writing to the chief engineer for approval of any proposed change; (2) demonstrate to the chief engineer that any proposed change is reasonable and will not impair existing rights; (3) demonstrate to the chief engineer that any proposed change relates to the same local source of supply as that to which the water right relates; and (4) receive the approval of the chief engineer with respect to any proposed change. The chief engineer shall approve or reject the application for change in accordance with the provisions and procedures prescribed for processing original applications for permission to appropriate water. If the chief engineer disapproves the application for change, the rights, priorities and duties of the applicant shall remain unchanged. Any person considering himself aggrieved by an order or decision by the chief engineer relating to his application for change may appeal to the district court in the manner prescribed by section 24 hereof (82a-724).

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Sec. 82a-709. *Application for permits; contents; time of filing.* No person may acquire an appropriation right to the use of waters of the state for other than domestic purposes without making an application to the chief engineer for a permit to make such appropriation. However, any person using water for domestic purposes subsequent to June 28, 1945, and any person intending to use water hereafter for domestic purposes may make application to the chief engineer for a permit the same as any other person. The application shall set forth (a) the name and post-office address of the applicant; (b) the source from which said appropriation shall be made; (c) the maximum rate at which water is to be diverted or used and the total annual quantity of water

sought; (d) the location of the works or proposed works for the diversion and use of the water; (e) the estimated time for the completion of any proposed works; (f) the time of the first actual application of the water to the beneficial use involved, if there was such, and the estimated time for the first actual application of the water for the beneficial use proposed; (g) if for irrigation use, a description of the land to be irrigated by designating the number of irrigable acres in each forty (40) acre tract or fractional portion thereof; (h) if for municipal water supply, it shall give the present population to be served and estimated future requirements of the city; (i) any additional factors which may be required by the chief engineer.

Such application may be filed before or after the commencement of any work in connection with the construction, enlargement or extension of any works for the diversion, storage, and use of water.

Sec. 82a-710. *Same; return for correction or completion; maps, plats, plans, and drawings; default in refiling.* Upon receipt of the application it shall be the duty of the chief engineer to endorse thereon the date of its receipt and assign a number to the same. If upon examination the application is found to be defective, inadequate or insufficient to enable such official to determine the nature and amount of the proposed appropriation, it shall be returned for correction or completion or for other required information. No application shall lose its priority of filing on account of such defects, provided acceptable data, proofs, maps, plats, plans and drawings are filed in the office of the chief engineer within thirty days following the date of the posting of the return of such application or such further time not exceeding one year as may be given by the chief engineer.

All maps, plats, plans and drawings shall conform to prescribed uniform standard as to materials, size, coloring and scale, and shall show: (a) The source from which the

proposed appropriation is to be taken, (b) all proposed dams, dikes, reservoirs, canals, pipe lines, power houses and other structures for the purpose of storing, conveying or using water for the purpose approved and their positions or courses in connection with the boundary lines and corners of the lands which they occupy. Land listed for irrigation shall be shown in government subdivisions or fractions thereof. Default in the refiling of any application within the time limit specified shall constitute a forfeiture of priority date and the dismissal of the application.

Sec. 82a-711. *Same; duties of chief engineer as to applications.* If a proposed use neither will impair a use under an existing water right nor prejudicially and unreasonably affect the public interest, the chief engineer shall approve all applications for such use made in good faith in proper form which contemplate the utilization of water for beneficial purpose, within reasonable limitations. Otherwise the chief engineer shall make an order rejecting such application or requiring its modification to conform to the public interest to the end that the highest public benefit and maximum economical development may result from the use of such water. In ascertaining whether a proposed use will prejudicially and unreasonably affect the public interest, the chief engineer shall take into consideration the area, safe yield and recharge rate of the appropriate water supply, the priority of existing claims of all persons to use the water of the appropriate water supply, the amount of each such claim to use water from the appropriate water supply, and all other matters pertaining to such question. With regard to whether a proposed use will impair a use under an existing water right, impairment shall include the unreasonable raising or lowering of the static water level or the unreasonable increase or decrease of the streamflow or the unreasonable deterioration of the water quality at the water user's point of diversion beyond a reasonable economic limit. Any person considering himself aggrieved by any order or decision by the chief engineer relating to

that person's application for a permit to appropriate water may appeal to the district court in the manner prescribed by section 24 hereof (82a-724).

Sec. 82a-711a. *Same; express conditions of appropriations.* It shall be an express condition of each appropriation of surface or ground water that the right of the appropriator shall relate to a specific quantity of water and that such right must allow for a reasonable raising or lowering of the static water level and for the reasonable increase or decrease of the streamflow at the appropriator's point of diverson: PROVIDED, That in determining such reasonable raising or lowering of the static water level in a particular area, the chief engineer shall consider the economics of diverting or pumping water for the water uses involved; and nothing herein shall be construed to prevent the granting of permits to applicants later in time on the ground that the diversions under such proposed later appropriations may cause the water level to be raised or lowered at the point of diversion of a prior appropriator, so long as the rights of holders of existing water rights can be satisfied under such express conditions.

Sec. 82a-712. *Same; notice of approval or disapproval of application; approval constitutes permit.* The chief engineer shall notify the applicant of the approval or disapproval of the application. Upon approving the application the chief engineer shall authorize the applicant to proceed with the construction of the proposed diversion works and to proceed with all steps necessary for the application of the water to the approved and proposed beneficial use and otherwise perfect his proposed appropriation. The chief engineer may approve an application for a smaller amount of water than requested and he may approve an application upon such terms, conditions, and limitations as he shall deem necessary for the protection of the public interest. The approval of the application by the chief engineer, subject to the terms and conditions

thereof, upon issuance, constitutes a permit to proceed with construction of diversion or other authorized works and with the diversion and use of water in accordance with the terms and conditions of his permit and no common-law claimant without a vested right, or other person without a vested right, a prior appropriation right, or an earlier permit shall prevent, restrain, or enjoin an applicant from proceeding in accordance with the terms and conditions of his permit or from diminishing the water supply.

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Sec. 82a-715. *Same; validation of certain applications.* All applications for the appropriation of water to beneficial use as filed with the chief engineer, subsequent to May 5, 1941, and all processing, proceedings and certificates pertaining thereto are validated to same extent as if filed after the effective date of this act, but with priorities as of the dates of filing of applications. All subsequent processing of such applications as are still pending and undetermined shall be further considered and processed as provided in this act.

Sec. 82a-716. *Common law claimants; action for compensation; injunctions.* If any appropriation, or the construction and operation of authorized diversion works results in an injury to any common-law claimant, such person shall be entitled to due compensation in a suitable action at law against the appropriator for damages proved for any property taken. Any person with a valid water right or permit to divert and use water may restrain or enjoin in any court of competent jurisdiction a subsequent diversion by a common-law claimant without vested rights without first condemning those common-law rights. An appropriator shall have the right to injunctive relief to protect his prior right of beneficial use as against use by an appropriator with a later priority of right.

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Sec. 82a-717a. *Diversions by common law claimants and others; injunctions.* No common-law claimant without a vested right, or other person without a vested right, a prior appropriation right, or an earlier permit shall divert or threaten to divert water if such diversion or threatened diversion impairs or would impair any vested right, appropriation right, or right under a permit to appropriate water. But any common-law claimant with a vested right, or other person with a vested right, a prior appropriation right, or an earlier permit may divert water in accordance with any such right or permit although such diversion or use thereunder conflicts with the diversion, use, proposed diversion, or proposed use made or proposed by a common-law claimant who does not have a vested right, or other person who does not have a vested right, a prior appropriation right, or an earlier permit. Moreover, any common-law claimant with a vested right, or other person with a vested right, a prior appropriation right, or an earlier permit may restrain or enjoin in any court of competent jurisdiction any diversion or proposed diversion that impairs or would impair such right in the event that any such diversion or proposed diversion is made or is threatened to be made by any common-law claimant, or other person who does not have a vested right, a prior appropriation right, or an earlier permit.

* * * *

Sec. 82a-721. *Construction of act.* This act shall be construed liberally to effectuate the purposes hereof, and the enumeration of specific powers in this act shall not operate to restrict the meaning of any general grant of power contained in this act or to exclude other powers comprehended in such general grant.

Sec. 82a-721a. *Construction of act; damages to land.* Nothing in this act* shall be construed as limiting any right

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* The 1957 Act.

of an owner of an estate or interest in or concerning land to recover damage for any injury done to his land or to any water rights appurtenant thereto.

Sec. 82a-722. *Invalidity of part.* If any clause, sentence, paragraph, section or part of this act shall be adjudged by any court of competent jurisdiction to be invalid, such judgment shall not affect, impair or invalidate the remainder thereof, but shall be confined in its operation to the clause, sentence, paragraph, section or part thereof directly involved in the controversy in which such judgment shall have been rendered, and it shall be presumed that the legislature would have enacted this law with the section, subsection or clause held to be invalid, omitted.

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NOTE: All section numbers refer to sections of General Statutes of Kansas, 1949, where same are unchanged or have been amended, and to section numbers to be assigned in 1957 Supp., where sections are supplimental to the 1945 Act.

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Supreme Court of the United States

OCTOBER TERM, 1963

No. [redacted] 132

DON WILLIAMS, *Appellant*,

v.

THE CITY OF WICHITA, KANSAS, *Appellee*.

Appeal from the Supreme Court of the State of Kansas

APPENDIX TO JURISDICTIONAL STATEMENT

Opinion of the Supreme Court of the State of Kansas.
Advance Sheets of the Kansas Reports. 190 Kan. 317

No. 42,312

DON WILLIAMS, *Appellee*, v. THE CITY OF WICHITA, KANSAS, a Municipal Corporation, *Appellant*, and LAYNE WESTERN COMPANY.

SYLLABUS BY THE COURT

WATERS—*Act Appropriating Waters for Beneficial and Public Purposes—Underlying Waters—Vested Rights—Constitutionality.* The Act (G. S. 1949, 82a-701, *et seq.*, as amended) to conserve, protect, control and regulate the use, development and appropriation of water for beneficial and public purposes, and to prevent waste and unreasonable use of the water of the state, is examined, and as more fully set forth in the opinion, it is *held:* Not to violate the due process clause of the Fourteenth Amendment to the constitution of the United States or any provision of the constitution of Kansas because it defines existing common law water uses as of the time of its passage as being "vested rights" in such water users and in protecting those rights from impairment, or as taking the unused ground water underlying an owner's land and requiring that the unused portion be made subject to the doctrine of appropriation for beneficial use, or as providing for the diversion of such water from its source to place of use on nonoverlying lands, or as requiring such owner to apply and obtain the approval of the chief engineer of the Division of Water Resources for the use of ground water underlying his land in order to preserve his right to divert and apply such water to beneficial use, or as not requiring that the unused ground water underlying such owner's land be acquired by eminent domain and payment of just compensation.

Appeal from Harvey district court; GEORGE L. ALLISON, judge. Opinion filed September 17, 1962. Reversed.

Robt. B. Morton, of Wichita, argued the cause, and *Fred W. Aley*, of Wichita, and *J. Rodney Stone*, of Newton, were with him on the briefs for Appellant, The City of Wichita, Kansas.

Kenneth G. Speir, of Newton, argued the cause, and *Vernon A. Stroberg*, *Herbert H. Sizemore* and *Richard F. Hrdlicka*, of Newton, were with him on the briefs for Appellee.

The opinion of the court was delivered by

FATZER, J.: This action was commenced January 16, 1958, and was before this court as *Williams v. City of Wichita*, 184 Kan. 53, 334 P. 2d 353. No extended review of that opinion is necessary, and its place in the chronicle of events will appear in the following statement of the nature, facts and history of the action.

The action was brought for an injunction to prevent the city of Wichita from drilling and pumping a water well in the Wichita well-

field area, Harvey County, Kansas. The issue was subsequently enlarged to include a total of ten municipal water-supply wells. The case was tried by the district court and it found "each and all of the issues of fact and law in favor of the plaintiff and against the defendant, the City of Wichita." Judgment was rendered that the 1945 Water Appropriation Act of Kansas (G. S. 1949, 82a-701, *et seq.*, as amended), hereafter referred to as the Act, was unconstitutional and that the city be permanently enjoined from pumping its water wells, but in the event it appealed to the supreme court, the injunction should be suspended until the appeal was determined on its merits. The defendant, hereafter referred to as Wichita, timely appealed following the overruling of its motion for a new trial.

The petition alleged the plaintiff is the owner of land in Harvey County "in the vicinty of" a municipal water well then being drilled by Wichita through Layne Western Company, a drilling contractor (although named as a defendant, the latter did not appear in the proceedings below and is not a party to this appeal). It later developed from amended pleadings and from the evidence that well No. 47, the well initially singled out, was approximately one and a half miles from plaintiff's 80-acre tract of land, and was one of a group of ten wells being drilled by Wichita. The petition further alleged that Wichita, contending the Act was constitutional and valid, filed an application with the chief engineer of the Division of Water Resources of the State Board of Agriculture for an appropriator's permit to beneficially use the water from the ten wells in question. During oral argument counsel for plaintiff stated that since Wichita's application was prior in time, and if the Act were found to be valid, the chief engineer had no alternative but to grant the application, and Wichita should prevail.

In support of his claim for injunctive relief, plaintiff alleged that the pumping of the wells would divert subterranean water from under his land resulting in his irreparable injury, and that he had no remedy at law by which the damage could be adequately recovered. He further alleged that the Act was unconstitutional and invalid in that it violated Sections 1, 18 and 20 of the Bill of Rights and Art. 2, Sec. 16 of the Constitution of Kansas, and that it violated the Ninth and Fourteenth Amendments and Sec. 10 of Art. 1 of the Constitution of the United States, as hereafter more specifically noted. The prayer was that the defendant be permanently enjoined from drilling or completing the well or any other wells until Wichita

acquired a lawful and valid right to drill said wells and divert waters from under the plaintiff's land and other land in the vicinity of the proposed well or wells.

Shortly after the petition was filed, Wichita, appearing specially, filed a motion to quash the summons, and later, as a part of its answer, challenged the jurisdiction of the court and demurred to the petition. Those defenses were denied, and Wichita has specified them as error. With respect to the merits, Wichita's answer was a general denial.

Wichita advances eighteen specifications of error; however, in oral argument counsel stated a willingness to abandon all specifications of error except those asserting that the district court erred in holding the Act unconstitutional and in granting judgment on the merits in favor of plaintiff. Such narrowing of the scope of the appeal is in keeping with the statement of plaintiff's counsel that the constitutionality of the Act is actually the single decisive issue of the case.

This court takes judicial notice of the many years of protracted litigation that has taken place in state and federal courts over Wichita's municipal well operations in the Equus Beds in Harvey County and is of the opinion that a ruling here on the constitutionality of the Act will have a settling effect on the general controversy which has too long kept ground water users throughout the state in uncertainty and confusion. The need of stability in the water laws of Kansas cannot be overstressed.

The position taken by Wichita is a withdrawal of questions concerning the validity of the service of summons and the amenability of a city to a suit of this nature in a county other than that where the defendant city is situated. Also, it makes it unnecessary to pass on the interesting question of whether a discussion which occurred in chambers between Wichita's counsel and the district judge constituted a general appearance, when the subject of the discussion was a temporary injunction that never became operative because of plaintiff's failure to post a statutory injunction bond as provided in G. S. 1949, 60-1110, and as ordered by this court (*Williams v. City of Wichita*, supra).

Before turning to the merits, a preliminary matter requires attention. The plaintiff filed a motion to dismiss or limit the scope of the appeal on the ground that the transcript of the evidence had not been filed with the clerk of the district court as required by

G. S. 1949, 60-3311. The parties conceded that the plaintiff obtained a copy of the transcript from the district court reporter at the same time it was furnished Wichita. Also, that the transcript was filed below prior to the hearing of the appeal and plaintiff's counsel stated during oral argument that no actual prejudice resulted. Under those circumstances, the motion is denied (*Hanson v. Kramer*, 131 Kan. 491, 292 Pac. 788).

With the issues joined, the parties stipulated that the first question to be decided was one of law, that is, the constitutionality and validity of the Act. Respective statements of the parties were filed and arguments were made following which the district court held that the Act was unconstitutional and invalid for the reasons and upon the grounds alleged by plaintiff, and that Wichita had no rights thereunder. The cause then proceeded to trial by the court upon the pleadings for injunctive relief.

In his opening statement the plaintiff enlarged the issues. Although no substantial change in plaintiff's theory of the case was advanced in his supplemental petition and in his opening statement, he asserted that because of the pumping of the Wichita wells, he has sustained damages, both from the loss of productivity and diminution in the land value itself; however, that an action for the recovery of those damages was not adequate because of "the non-claim statute as it affects cities; that it would require a multiplicity of claims and litigation not only in the past, present, but for all time in the future as long as the City (Wichita) would continue its operations; that by reason thereof an action for damages is not adequate and that an injunction therefor is the only proper and appropriate remedy."

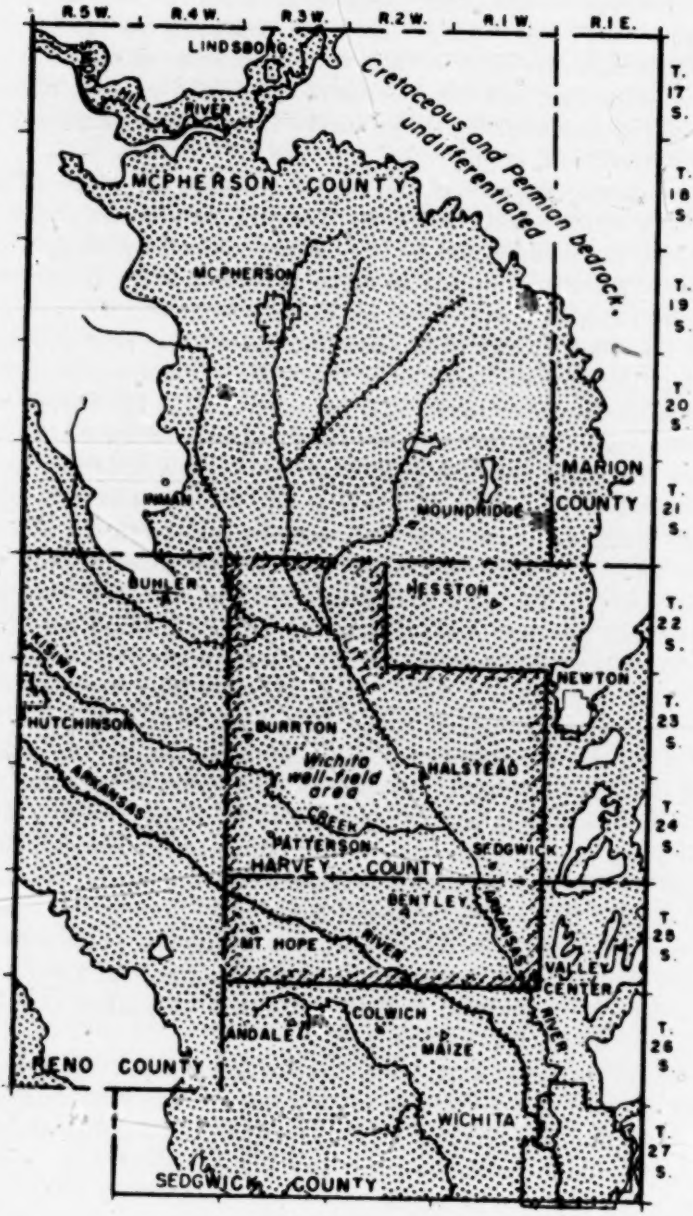
The water source involved in this action is the Equus Beds, or more correctly described as pleistocene deposits. These beds are an underground water reservoir composed of extremely permeable sand, gravel, clay and silt, with a storage co-efficient of twenty percent, that is, a cubic foot of material contains one-fifth cubic foot of water. The beds are located primarily in the McPherson channel of the ancestral Smoky Hill River. They were formed when that channel was gouged out by water in the early stages of the glacial period, and during intervening glacial and interglacial periods it filled up with the soil mixture of which the beds are presently comprised. Generally speaking, they are bounded by Hutchinson on the west, Newton on the east, Wichita on the south,

and Lindsborg on the north (roughly, 25 miles east and west, and 55 miles north and south). They are recharged by rainfall and the Little Arkansas River is their natural spillway or drain.

For information and convenience of the reader, on page 322 is a generalized geologic map of the Equus Beds, which designates the Wichita well-field area.

The essential features of the factual situation are clear. There was little conflict in the evidence. Most of the testimony was adduced by the plaintiff and he is, of course, bound by his own witnesses. Plaintiff has owned an eighty-acre tract in fee simple since 1955 by virtue of a deed from his father. Prior thereto, and since 1939, his father owned a life estate but agreed that plaintiff should conduct the farming operations. Plaintiff's opinion was that prior to 1952 the land was worth $300 per acre. In the fall of that year Wichita made application to the chief engineer of the Division of Water Resources pursuant to the Act (G. S. 1949, 82a-709), for an appropriation permit to drill and pump twenty municipal water supply wells, the one nearest the plaintiff's land (well No. 47) was to be located at a site about one and one-half miles distant. Although none of the wells were completed and equipped until 1958 (or actually pumped until the forepart of 1959) plaintiff considered that Wichita's 1952 application had the immediate effect of reducing the value of his land $100 per acre. That opinion was shared by plaintiff's expert witness on land value. Plaintiff and his expert witness were also in agreement that the actual drilling of the wells in 1958 caused an additional decrease of land value of $100 per acre. In terms of land productivity, plaintiff ascribed the lowering of the underlying water table as the cause of failure of his corn and alfalfa crops. In the case of alfalfa, he stated that the stands were gone by the year 1946 which, although many years prior to the Wichita wells which brought on this lawsuit, was subsequent to some twenty earlier wells, farther removed but in the same general area, which were placed in operation in 1940. Plaintiff's 1955 effort to irrigate corn and alfalfa was unsuccessful.

Plaintiff's witness, R. H. Hess, director of Wichita's water department, testified that in October of 1952 the city had filed an application with the chief engineer of the Division of Water Resources for an appropriation permit to drill and pump twenty new wells in Harvey County, ten of which were those complained of by plaintiff. Pumping of those ten wells was commenced in early Febru-


R.5W.
R.4W.
R.3W.
R.2W.
R.1W.
R.1E.
LINDSBORG
SMOKY HILL RIVER
Cretaceous and Permian bedrock undifferentiated
MCPHERSON COUNTY
MCPHERSON
T. 17 S.
T. 18 S.
T. 19 S.
T. 20 S.
T. 21 S.
T. 22 S.
T. 23 S.
T. 24 S.
T. 28 S.
T. 26 S.
T. 27 S.
MARION COUNTY
MOUNDRIDGE
HESSTON
BUHLER
NEWTON
HUTCHINSON
BURRTON
Wichita well-field area
HALSTEAD
ARKANSAS RIVER
LITTLE RIVER
SEDGWICK
PATTERSON
HARVEY COUNTY
BENTLEY
MT. HOPE
VALLEY CENTER
COLWICH
ANDALE
MAIZE
RENO COUNTY
WICHITA
SEDGWICK COUNTY

ary of 1959. All of the twenty wells for which application was made in 1952 were located upon tracts of land acquired by purchase from the landowner pursuant to a written, acknowledged instrument entitled "Indenture of Conveyance." Under the terms of that instrument Wichita acquired:

(*a*) A tract of land of five acres in square form;
(*b*) All of the existing and future water bearing sands and water rights in or under said tract;
(*c*) The right to use as much of the surface of the tract as is necessary or desirable to carry out the terms of the conveyance;
(*d*) The right in perpetuity to drill for, produce and transport subsurface water from the tract described;
(*e*) The specific right to extract subsurface water and to transport the same for such use and uses in the city of Wichita and its environs as the city may from time to time elect to make of it, specifically including further all of the subsurface water which may be stationary in and under the tract conveyed together with all water which may flow or percolate thereto from other lands; and
(*f*) The right in install and operate such pipelines, tanks and pump houses as are necessary or desirable for the handling and transportation of water extracted.

The foregoing rights were included in grantor's unrestricted warranty.

The most important part of plaintiff's evidence was the testimony of his expert witness, G. J. Stramel, whose qualifications were impressive. Now employed by Wichita's water department as a hydrologist, Stramel formerly was a hydrologic engineer with the United States Geological Survey from 1949 to 1956. During that time and in that capacity he made an intensive study of the Wichita well field in the Equus Beds area in Harvey and Sedgwick Counties. His study encompassed the geology of the water-bearing formation with particular attention to changes in the level of the water table and the artificial and natural causes of those changes. His findings were published in a bulletin, several maps and drawings, some of which were received in evidence as plaintiff's exhibits.

Mr. Stramel's testimony is summarized: Equus Bed ground waters are designated as percolating which means that they do not uniformly move in one direction at a constant rate. The waters may flow in any number of directions and are not confined to a definite channel. Their movement within the Wichita well field is about two to three feet a day. Their direction may be influenced and changed by the pumping of any well, which causes a gradient

to be created and water flow toward the well bore. Thus is created what is known as a cone of depression which is deepest at the point of intake and spreads out. The area of the cone varies with the rate and volume of pumping and the amount of recharge into the formation.

If there is no pumping there is no room in the formation for new (recharge) water, in which event, new water would be discharged into the Little Arkansas River. Also, a large amount of ground water is lost by evapotranspiration—the natural utilization of water by plants from absorption in their root systems. The process is accelerated by hot weather and winds.

There are now a total of 138 wells in this area of the Equus Beds: 55 belong to Wichita, 18 to other municipalities, and 65 to various irrigators. All have the effect of creating cones of depression when pumped. Whether the continued pumping of the ten Wichita wells nearest plaintiff's land will further change the direction of flow and lower the water table depends principally upon rainfall. At present the recharge and discharge are about equal, and if rainfall stays the same, continued pumping will cause no change.

The current rate of Wichita's total pumping is approximately 30,000,000 gallons a day. The aggregate amount of water withdrawn from irrigation wells is roughly the equivalent of that taken from the Wichita wells. The latter are pumped in rotation to minimize the cones of depression. Nevertheless, the ten wells placed in service in early 1959 have clearly affected the direction of flow. It is not possible that any of the exact particles of water under plaintiff's land in early 1959 have been withdrawn through the nearest Wichita well.

From an observation well close by plaintiff's land which has been maintained since 1950 it has been determined that the water table reached a low of 11.38 feet below land surface in October of 1956. The severe drought which commenced in 1951 finally ended in the spring of 1957 and since then the rainfall has been normal or above. By December 1, 1958, the water table had risen to 5.31 feet below land surface. Since then it has declined 1.5 feet from the 1958 level so that now there is a net increase of 4.57 feet over the October 1956 low. In that drought period there would have been a decline of two to three feet in the level from purely natural causes without any pumping whatsoever.

This is the supreme court's first exposure to evidence of the actual conditions and characteristics of the Equus Beds formation and of facts concerning the extent and manner of withdrawals of waters therefrom. From that evidence emerges the salient and clear factual conclusion that these ground waters are percolating and hence migratory and fugitive. Any finding of the district court to the contrary is clearly not supported by the evidence. Thus, we are dealing with a right to *use* the underground waters as they pass through the owner's soil.

Throughout his brief plaintiff contends that being the owner of the underground waters lying under and in his land constituted a property right which was fully and completely vested long prior to the enactment of the 1945 Water Appropriations Act, and that such law, as applied, permitted Wichita to invade his property and to take it under the authority of the Act in violation of the Fourteenth Amendment and Section 18 of the Bill of Rights of the Kansas Constitution. In making the claim he asserts that the Equus Bed is actually an underground stream, with known limits, course, and direction, located in the "McPherson Channel." As we have seen, the assertion is not supported by the evidence.

The following are excerpts from plaintiff's brief asserting the basis of his claim of the unconstitutionality of the Act: That *State, ex rel., v. Knapp*, 167 Kan. 546, 207 P. 2d 440, which sustained the validity of the Act, did not rule on the critical section, namely, "G. S. 1949, 82a-702, which purportedly destroys all prior property rights in water and expropriates (by dedication to the use of the people of the state) vested property rights in water, and in the use thereof, under the long established law of the state, as set forth in the many decisions of this court and the many statutes"; that "the state cannot take appellees' property by legislative fiat, nor give it to another through the means of an administrative agency"; that "no legislature may constitutionally enact any law disturbing or destroying existing or vested rights, whether such rights be statutory or embodied in judgments or judicial decisions (16 A. C. J. S. 99, Constitutional Law, Sec. 417); nor may a legislature so impair an existing remedy so as to destroy or materially impair such vested rights . . . therefore, any law, regardless of alleged necessity, which attempts to impair or destroy a vested right is absolutely void"; that "Kansas has not only recognized the common-law doctrine of 'riparian rights' and ownership of underground water by

judicial decision and statute, but has *actively and aggressively insisted upon them* in its own behalf and on behalf of landowners of Kansas"; that "in view of such a history, there can be no question that *appellee's property rights were fully and completely vested long prior to 1945*, and were not subject to being disturbed or taken away by legislative fiat or any other process than 'due process of law'"; that "appellee respectfully submits that under the Kansas law, *both by statute and by decision*, his ownership and right to the use of waters of the Equus Beds and the rights of the landowners therein, had fully and completely vested long prior to 1945."

Before discussing the Act, we note again that plaintiff's evidence established the fact that the ground waters of the Equus Beds are percolating in character. Percolating waters have been judicially described as those which, "Ooze, seep or filter through the soil beneath the surface without a defined channel." (*Clinchfield Corp. v. Compton*, 148 Va. 437, 139 S. E. 308, 311.) See, also, Anno: 29 A. L. R. 2d 1357.

The contitution of Kansas contains no provision relating to the dedication, control, application or administration of either surface or underground waters, and the common law has been fundamental in this jurisdiction in determining rights of riparian and overlying owners.

In 1877 this court adopted the doctine of riparian rights and first applied the "natural flow" rule to surface streams that "every man through whose land a stream of water runs is entitled to the flow of that stream without diminution or alteration" (*Shamleffer v. Peerless Mill Company*, 18 Kan. 24). As a result of legislation first enacted in 1886, not necessary here to further identify, and a series of subsequent decisions (*Clark v. Allaman*, 71 Kan. 206, 80 Pac. 571, 70 L. R. A. 971; *Railway Co. v. Shriver*, 101 Kan. 257, 166 Pac. 519; *Heise v. Schulz*, 167 Kan. 34, 204 P. 2d 706), the "natural flow" rule was modified to the "reasonable use" doctrine for the "laudable purpose of encouraging irrigation."

Prior to 1945 this court adopted and applied the English or common-law rule that percolating ground water "belongs" to the owner of the land in which it is found. Only three Kansas decisions (*City of Emporia v. Soden*, 25 Kan. 588, 37 Am. Rep. 265 [1881]; *Jobling v. Tuttle*, 75 Kan. 351, 360, 89 Pac. 699; *State, ex rel., v. Board of Agriculture*, 158 Kan. 603, 149 P. 2d 604) have dealt with the subject, but the "ownership" of the corpus of the water was not defined.

In the Soden case the appellee-landowner purchased the flowage rights of an upper riparian owner and at considerable expense impounded water by a dam across the Cottonwood River. Power therefrom was used to operate his mills. The city of Emporia dug a well some 75 to 100 feet from the banks of the pond. One pipe was sunk into the well and another extended directly into the pond. The well was used to supply the citizens of Emporia with their ordinary water needs and the pipe to the pond was intended to be used only in case of fire. The use of the well by the city in certain seasons of the year depleted the water in the pond to the extent that the power machinery would not operate and the owner was forced to suspend work. The court noted the distinction between appropriating by well or otherwise that which is merely underground and percolating water, and diverting from a natural stream by means of an adjacent well, and held that the latter could not be permitted. Syllabus ¶ 3 reads:

"While the general doctrine in respect to underground water percolating through the soil is, unquestionably, that the owner of the land may appropriate it to any use, and in any amount, and without reference to the effect of such appropriation upon his neighbor's land or supply of water, yet it is limited to this extent, that he may not thus indirectly destroy or diminish the flow of a natural surface stream to the injury of a riparian owner thereof."

In the opinion Mr. Justice Brewer stated:

". . . that as the water enters only by percolation through the soil, the law will permit no inquiry into the source of supply, of the effect of such percolation upon the quantity of water in any other tract of land. It is doubtless true, as a general proposition, that the law takes no cognizance of percolating water. The impossibility of proving with reasonable certainty the sources of supply, is a strong if not the principal reason therefor. But upon whatever founded, the doctrine may be considered settled. Chief Justice Chapman, in delivering the opinion of the court in the case of *Wilson v. New Bedford*, 108 Mass. 265, says: 'The percolating water belongs to the owner of the land as much as the land itself, or the rocks and stones in it; therefore he may dig a well, and make it very large, and draw up the water by machinery or otherwise, in such quantities as to supply aqueducts for a large neighborhood. He may thus take the water which would otherwise pass by natural percolation into his neighbor's land, and draw off the water which may come by natural percolation from his neighbor's land.' . . ." (l. c. 608.)

In support of the court's holding, Mr. Justice Brewer cited the English cases of *Acton v. Blundell*, 12 M. & W. 324, 152 Eng. Rep. 1223 [1843], and *Chasemore v. Richards*, 7 H. L. 349 [1859] which are generally regarded as the first reported underground water cases in the English speaking world.

The Jobling case is relatively unimportant so far as ground water law of this state is concerned. It did not involve any question of relative rights of neighboring landowners overlying a common ground water supply. Rather, it involved an oral agreement and a claim of prescriptive rights to the use of mineral spring waters on an overlying owner's land. The Soden case was cited with approval, and the common-law rule was reaffirmed, "That percolating waters, such as these springs are, belong to the owner of the land as much as the land itself, admits of no doubt."

In *State, ex rel., v. Board of Agriculture*, supra, the issue before the court did not directly involve ground water rights but instead was whether the then existing statutes gave authority to the Division of Water Resources and its chief engineer to regulate the taking of ground waters from the Equus Beds for beneficial uses and to allocate the same among existing users, and it was held:

"We have no statute which authorizes the Division of Water Resources of the State Board of Agriculture or its chief engineer to regulate, allocate or distribute, or otherwise interfere with the use and consumption of underground waters, or to conduct a hearing upon the application of anyone desiring to use such waters for the allocation, distribution or regulation thereof."

The opinion referred to many of our earlier cases pertaining to irrigation and the common-law rights of riparian owners and observed that there had been no departure from the basic principal that water rights were governed by the common law except as modified by statute; that underground waters were a part of the real property in which they are situated, and that the owner of land owns its surface and ground water by the same title as he owns the land itself. From the foregoing it may be said that the English or common-law rule was still the law in this state with respect to ground waters in 1945.

The foregoing rule announced in our cases was derived from a series of English cases of which *Acton v. Blundell*, supra, and *Chasemore v. Richards*, supra, are the most frequently cited. The essence of the English or common-law rule was that the owner of the surface might extract as much water as he wished from the underlying strata without liability (in the absence of malice) to adjoining owners for the interception and stoppage of the flow of the percolating waters to and in such adjoining tracts.

The confusion, if any, in our decisions that has resulted in the application of the common-law rule may be attributed to a lack of understanding of the meaning of the term "ownership" as ap-

plied to percolating waters. In *Acton v. Blundell,* supra, it was held that the owner of the surface might apply subterranean waters as he pleased and that any inconvenience to his neighbor from doing so was *damnum absque injuria.* Lord Chief Justice Tindal said:

". . . (The case) rather falls within that principle, which gives to the owner of the soil all that lies beneath his surface; that the land immediately below is his property, whether it be solid rock, or porous ground, or venous earth, or part soil, part water; that the person who owns the surface may dig therein, and apply all that is there found to his own purposes at his free will and pleasure. . . ." (p. 354.)

However, the qualified sense in which such concept of ownership was actually regarded by the English Courts is found in the remarks of Lord Wensleydale in the Chasemore case, *supra.* Commenting on the opinion in *Acton v. Blundell,* supra, he stated:

". . . Surely the *use* of flowing water in each case (subterranean as well as surface), and *not the property in it,* belongs to the proprietor of the surface." (Emphasis supplied.) (p. 384.)

In the opinion Lord Wensleydale enunciated the principle as to percolating water in the following language:

". . . which gives to the owner of the soil all that lies beneath his surface . . . that the person who owns the surface may dig therein . . . and that if, in the exercise of such right, he intercepts or drains off the water collected from underground springs in his neighbour's well, this inconvenience to his neighbour falls within the description of *damnum absque injuria,* which cannot become the ground of an action." (p. 377.)

In 93 C. J. S., Waters, § 90, p. 765, the rule is stated thus:

"There can be no ownership in seeping and percolating waters in the absolute sense, because of their wandering and migratory character, unless and until they are reduced to the actual possession and control of the person claiming them. Their ownership consists in the right of the owner of the land to capture, control, and possess them, to prevent their escape, if he can do so, from his land. . . . If percolating waters escape naturally to other lands, the title of the former owner is gone; while a landowner may prevent the escape of such waters from his land, if he can do so, yet he has no right to follow them into the lands of another and there capture, control, or reduce them to possession."

See, Anno: Subterranean and Percolating Waters, 55 A. L. R. 1385, 1390.

The common law concept of "absolute ownership" of percolating water while it is in one's land is an anomaly—while giving him the right to abstract from his land all the water he can find there, it affords him no protection against the acts of his neighbors who,

by pumping on their own land, manage to draw out of his land all the available water it contains. Much of the language in the cases pertaining to absolute ownership is *obiter dicta* and completely unnecessary to the respective decisions. Moreover, ownership as a concept is often vague and denotes only certain rights of use against certain persons with respect to certain physical phenomena. Thus the use of the term "ownership" as applied to percolating water has never meant that the overlying owner had a property or proprietary interest in the corpus of the water itself. This necessarily follows from the physical characteristics of percolating water. It is migratory in nature and is a part of the land only so long as it is in it. There is a right of use as it passes, but there is no ownership in the absolute sense. It belongs to the overlying owner in a limited sense, that is, he has the unqualified right to capture and control it in the quantity desired and with an immunity from liability to his neighbors for doing so. When it is reduced to his possession and control, it ceases to be percolating water and becomes his personal property. But if it flows or percolates from his land, he loses all right and interest in it the instant it passes beyond the boundaries of his property, and when it enters the land of his neighbor it belongs to him in the same limited sense (*City of Emporia v. Soden*, supra; *Utah Copper Co. v. Stephen Hayes Estate, Inc., et al.*, 83 Utah 545, 31 P. 2d 624, *certiorari* denied 295 U. S. 742, 79 L. Ed. 1688, 55 S. Ct. 654; 1 Wiel, Water Rights in the Western States, Note 18, § 18; *Justesen v. Olsen et al.*, 86 Utah 158, 40 P. 2d 803; Scurlock, Constitutionality of Water Rights Regulation, 1 Kan. L. Rev. 298, 300, 301).

In *Wallace v. City of Winfield*, 98 Kan. 651, 159 Pac. 11, it was held that a riparian owner had no title to the corpus of the water in the river; that the water was not "his," and until he reduced it to his possession and exercised control and management over it, did he obtain a property right in it; that his right was to the *use* of the water—a property right of a usufructuary nature that "attached" to the riparian land; that as an incident of the land, the right of use accompanied a conveyance of the real property and since there was no ownership of the water, he could not recover the value of any such water wrongfully diverted.

The foregoing holding is, by analogy, applicable to ground waters which have not been reduced to the possession and control of the overlying owner. It would be the height of inconsistency to apply

the foregoing holding in the case of flowing stream waters and deny its like application in the case of percolating waters. Possession and control are as essential to one as to the other. See, *Wood v. Fowler*, 26 Kan. 682, 690, Syl. ¶ 3.

Hence, the true nature of the law of percolating water rights under the English or common-law rule as applied in the Soden case, and unreversed as of June 28, 1945, was that an owner had no legal right to complain of the diminishment of the subterranian water underlying his land through pumpage of wells by irrigators, municipalities and other water users in the area. Further, that such users had a corresponding right to utilize from their own land, all the water they desired and were capable of extracting without regard, in the absence of malice, to any resulting diminishment of the source of supply available to neighbors, irrigators, municipalities or other users of water. (*City of Emporia v. Soden*, supra, p. 608.)

The unsuitability of such a rule to modern day conditions was self-evident, and as a result of the decision in *State, ex rel., v. Board of Agriculture*, supra, decided June 10, 1944, the governor appointed a committee to study the various statutes and decisions and to formulate a new law to dispel the resulting inequities to individuals, the lack of control of wastage and the harmful effects the unmodified common law would produce to the economy of the state. The committee completed its work, and in December, 1944, made its report entitled "The Appropriation of Water for Beneficial Purposes," which was the basis for the enactment of the 1945 Water Appropriation Act.

Before discussing the features of the appropriation doctrine as it is embodied in the Act another point requires attention. This concerns the basic power of the legislature to modify and change common-law rules with respect to water usage. From the earliest days of Kansas history, flexibility in the common law has been carefully preserved (G. S. 1949, 77-109). Indeed, the great office of statutes is to remedy defects in the common law as they are developed and to adapt it to the changes of time and circumstances. That the legislature may change the principle of the common law and abrogate decisions made thereunder when in its opinion it is necessary to the public interest is well settled (*O'Neil v. North'n Colorado Irrigation Co.*, 242 U. S. 20, 26, 27, 61 L. Ed. 123, 37 S. Ct. 7; *Silver v. Silver*, 280 U. S. 117, 74 L. Ed. 221, 50 S. Ct. 57; *Komorowski v. Boston Store of Chicago*, 341 Ill. 126, 173 N. E. 189;

Katz v. Walkinshaw, 141 Cal. 116, 74 Pac. 766; *Power Co. v. Cement Co.*, 295 U. S. 142, 79 L. Ed. 1356, 55 S. Ct. 725; *U. S. v. Gerlach Live Stock Co.*, 339 U. S. 725, 94 L. Ed. 1231, 70 S. Ct. 955, 20 A. L. R. 2d 633; *State, ex rel., v. Knapp*, 167 Kan. 546, 207 P. 2d 440).

The committee report of December, 1944, included a synopsis of our statutes and decisions pertaining to water, irrigation, and the rights of riparian owners, and expressed the view that our law should be adjusted to present needs, from which we quote, in part:

"The Committee believes that conditions, and the needs of the people in Kansas, have changed so greatly since the early adoption of the common law as applied to water use, that the time has come to modify the common law to the extent necessary to set up a system of appropriation, based on priority of right, but without depriving the common-law owner of relief by proper compensation for limitations placed on unused common-law rights."

In *Baumann v. Smrha*, 145 F. Supp. 617, affirmed 352 U. S. 863, 1 L. Ed. 2d 73, 77 S. Ct. 96, the broad reach of state legislative power was positively stated as follows:

"The power of a state either to modify or reject the doctrine of riparian rights because unsuited to the conditions in the state and to put into force the doctrine of prior appropriation and application to beneficial use or of reasonable use has long been settled by the adjudicated cases." (p. 624.)

The inherent power to legislate being clear, we inquire if that power has been constitutionally exercised. The scope of that inquiry must conform to the issues presented by the record. As previously indicated, plaintiff principally contends that G. S. 1949, 82a-702 takes his property—the unused ground water in his land —by legislative fiat and gives it to another through the means of an administrative agency.

The committee which drafted the Act, and the legislature which adopted it, considered the problem of water use rights in the light of present day knowledge concerning the interrelationship of ground and surface water and approached it with the realities of hydrology and natural processes rather than an adherence to outmoded legal concepts. Foley, *Water and the Laws of Nature*, 5, Kan. L. Rev. 492 (1957), states:

". . . one cannot separate ground water and surface water. What is surface water at one time is ground water the next. What is ground water today becomes surface water tomorrow. Any concept dealing with all water must correlate ground water and surface water." (p. 497.)

That scientific premise is implicit in the Act. The Act makes no dis-

tinction whatsoever between ground water and surface waters but applies to both the principles and procedures which are recognized by the laws of the seventeen western states as the appropriation doctrine. See 1 Kinney (2d Ed.), Irrigation and Water Rights, § 587, pp. 1009-1011. Twelve of those states now have statutes applying the appropriation doctrine to percolating ground waters (Hutchins, Ground Water Legislation, 30 Rocky Mt. L. Rev. 416.)

The Act was entitled "An Act to conserve, protect, control and regulate the use, development, diversion and appropriation of water for beneficial and public purposes, and to prevent waste and unreasonable use of water. . . ." A detailed analysis of the Act is unnecessary since that was done in *State, ex rel., v. Knapp*, supra. All subsequent references to the Act found in G. S. 1949, 82a-701, *et seq.*, as amended, is to G. S. 1961 Supplement, unless otherwise designated. While it was amended in several particulars in 1957, the amendments treated of procedure, and did not affect the general scheme to establish the appropriation doctrine in Kansas, and to reduce the advantage of location of lands riparian to surface streams and overlying ground waters as against appropriations of water for beneficial use on nonriparian and nonoverlying lands. The general purport of the Act was stated in the committee's report as follows:

"The paramount purpose of the proposed act is to set up an orderly system of appropriation of water based upon the rule of priority of right. The Committee finds it would be necessary: (1) to determine, define and protect existing common law uses; (2) to place limitations upon unused common law rights as now recognized in this state and subordinate them to appropriation rights; (3) to allow a common law owner of unused water rights a means of recovery for such damages as he is able to prove he has suffered by an injury or impairment of his property or of any right to initiate a later use of water; (4) to deny injunctive relief to common-law owners who have not initiated any use of water or who have not begun the construction of any diversion works; (5) to authorize injunctive relief for the protection of an appropriator under the act as against a common-law owner who seeks to initiate a common law use after the effective date of this act; (6) to clothe a central state administrative agency with the authority to control the appropriation of water as directed by the act and in conformity with the legislation now in practical operation in many states; (7) to establish principles for appropriation and use of water with a view toward conservation of this natural resource for the greatest benefit of its people and to prevent waste of water by permitting its flow on toward the ocean."

It is evident that the legislature, in placing into effect the committee's recommendations, exercised the police power of the state in determining its policy that "All water within the state of Kansas

is hereby dedicated to the use of the people of the state, subject to the control and regulation of the state in the manner herein provided" (G. S. 1949, 82a-702), and in providing that "Subject to vested rights, all waters within the state may be appropriated for beneficial use . . ." and that nothing in the Act "shall impair the vested right of any person except for nonuse" (G. S. 1949, 82a-703). This declaration makes it clear that Kansas has embarked upon a new approach to the problem of use of the water resources of the state. In passing the Act it is manifest that two major factors were uppermost in the minds of the legislators: First, that the doctrine of appropriation should be based upon the time of use and the actual application of water to beneficial use without regard to the ownership of land contiguous to the streams or the overlying lands, and Second, that unused water could not wisely be held in perpetuity for a common-law owner who may never have use for it, without resulting in underdevelopment permitting the water to flow out of the state and on toward the ocean, as an economic waste and loss of a valuable natural resource. To achieve that result, the doctrine of appropriation for beneficial use based upon the rule of priority of right (first in time is first in right) was established, and adequate administrative controls were provided to prevent overdevelopment of any source of supply with resulting injury to established uses.

The scheme of the Act was that vested rights of common-law users would be ascertained by the chief engineer of the Division of Water Resources (82a-704) based upon pre-1945 usage for beneficial purposes. When such water-use rights are determined, the Act recognizes a superior vested right of such users to continue their pre-1945 uses in the same amounts and at the same rate of diversion that were then in effect. Hence it may be said that the appropriation doctrine and the rule of priority of right were intended to apply only to such water as was not being beneficially used at the time of the passage of the Act, that is, to our undeveloped and consequently unused water resources. That is made clear by Sec. 82a-701 (*d*) which adopted the committee's recommendation that the "existing common-law uses" be determined, defined and protected. It is these recognized use rights that may not be taken or destroyed in the absence of due process of law.

The term "vested right" is defined in 82a-701 (*d*) and is the right of any person under a common-law or statutory claim to

continue the use of water having actually been applied to any beneficial use, including domestic use, on or within three years before June 28, 1945, or within a reasonable time thereafter by means of diversion works then under construction, to the extent of the maximum quantity and rate of diversion for the beneficial use made thereof, but such right does not include common-law claims such as the plaintiff asserts, where he has not applied water to any beneficial use within the period prescribed by the Act. The definition is premised upon the *beneficial use* of water and not upon *nonuse*. As the record indicates, the plaintiff does not base his claim of vested rights in ground water upon any application of such water to beneficial use. He neither alleged nor proved any water-use rights under the Act to any water in the Equus Beds. Hence, the term "vested rights" does not include unused common-law rights such as the plaintiff asserts. This is made clear by the Act which expressly excludes "those common law claims under which a person has not applied water of any beneficial use within the period of time set out in this subsection" (82a-701 (*d*)).

There are many procedural and other terms of the Act which implement the doctrine of appropriation. For the purpose of this case, however, it is not necessary that these be detailed. It is sufficient to say that while the Act denies injunctive relief to common-law claimants, such as the plaintiff here seeks, it affords protection to common-law owners who have not initiated any use of water for beneficial purposes by giving them a cause of action at law to recover due compensation against an "appropriator" for damages proved for any property taken (82a-716), or for any injury done to their lands or to any water rights appurtenant thereto (82a-721a). Likewise the act (82a-712, 716, 717 [a]) affords vested right owners and appropriation users injunctive relief against later common-law claimants of right to use stream or underground waters although a claimant may, of course, make application for an appropriation permit to apply water under his land for beneficial purposes (82a-709).

While no specific water-use rights were involved in *State, ex rel., v. Knapp*, supra, and none were adjudicated, the Act was sustained upon all questions submitted for determination, when challenged on the ground that the proposed diversion by the defendant irrigation district from the Republican River would infringe upon the rights of the owners of riparian lands lying in and downstream from the district. The chief engineer of the Division of Water Re-

sources had approved the irrigation district's application for a permit to divert and appropriate water from the river after notice and hearing. It was held that, among other things, the Act was not unconstitutional as a taking of pre-existing vested riparian rights of downstream owners; or as providing for the diversion of water to irrigate nonriparian lands against and without acquisition of the rights of lower riparian owners; or as requiring an owner of riparian lands to apply and obtain the approval of the Division of Water Resources for the use of water in order to preserve such rights, or as improperly conferring legislative or judicial power upon the chief engineer. Speaking through Mr. Chief Justice Harvey the court said:

"We next observe that no complaint is made of section 702, which declares: 'All water within the state of Kansas is hereby dedicated to the use of the people of the state, subject to the control and regulation of the state in the manner herein provided.' This is the heart of the statute. The rest of it treats of details and procedure. It forms the basis for a different approach to the solution of questions concerning water rights than we have had in some of our opinions. Heretofore we have approached the questions largely on the basis of individual interest alone. Under this declaration and other provisions of the act we now approach them upon the basis of the interest of the people of the state without losing sight of the beneficial use the individual is making or has the right to make of the water. Unused or unusable rights predicated alone upon theory become of little if any importance. Broad statements found in some of our opinions, such as 'Every man through whose land a stream of water runs is entitled to the flow of that stream without diminution or alteration' (*Shamleffer* v. *Peerless Mill Company*, 18 Kan. 24), must be disregarded or modified to harmonize with this declaration. The change is an appropriate one for the legislature to make. Individuals do not live alone in isolated areas where they, at their will, can assert all of their individual rights without regard to the effect upon others." (l. c. 555.)

Under the legislative declaration of 82a-702 and other provisions of the Act, the beneficial use which the individual is making or has the right to make of the water is now the important phase of his water rights.

The case of *Baumann* v. *Smrha*, supra, decided April 30, 1956, affirmed by the Supreme Court of the United States on October 15, 1956, involved lands overlying the same Equus Beds. When the action was commenced there were some 225 water wells in the general area of the plaintiff's land withdrawing water from the Equus Beds which resulted in a "draw-down" of the water table under their lands. Twenty-five of the wells were owned and operated by Wichita to produce and supply water for the municipal

needs of that community. All of the wells were operated pursuant to either vested right determinations or appropriation permits of the chief engineer. The plaintiffs contended that the Act, and the vested right determinations and appropriation permits of the chief engineer, deprived them of property rights in violation of the due process clause of the Fourteenth Amendment.

A point strongly pressed by the plaintiffs was that the Act did not require that they be notified of the granting of an appropriation permit by the chief engineer, hence they were denied the opportunity of a hearing in opposition to the appropriation applications with which they were concerned. Answering the contention, Chief Judge Phillips said:

". . . . permits are necessarily granted subject to valid existing vested rights and to prior appropriations, and provision for the protection of those rights, either by actions for damages or for injunction, is carefully made by Sections 82a-712 and 82a-716."

As previously indicated, the court unequivocally held that a state had the power to depart from the common-law doctrine of riparian rights and establish the doctrine of appropriation and application to beneficial use, and on that point it was said:

"[3] Of course, such a modification in the law of the state must recognize valid existing vested rights, but we do not regard a landowner as having a vested right in underground waters underlying his land which he has not appropriated and applied to beneficial use.

"[4] We hold that the state could properly apply the doctrine of prior appropriations and application to beneficial use to unused and unappropriated waters so long as it recognized and afforded protection to rights which landowners had acquired at the time of the effective date of the Act to appropriate and use water.

"Whether such a change in the law of Kansas is contrary to earlier decisions of the Supreme Court of Kansas, it is cognizant with the latest decisions of the Supreme Court of Kansas in *State, ex rel. Emery v. Knapp*, 167 Kan. 546, 207 P. 2d 440, which must be regarded as having overruled the earlier cases.

"[5] There is no vested right in the decisions of a court and a change of decision does not deprive one of equal protection of the laws or property without due process of law.

"[6] Even though prior decisions of a state court have established a rule of property, a departure therefrom in a subsequent decision does not, without more, constitute a deprivation of property without due process of law under the Fourteenth Amendment.

"[7, 8] The Fourteenth Amendment in guaranteeing equal protection of the laws does not assure uniformity of judicial decisions or immunity from judicial error. Likewise, it is well settled that a legislature may change the principle of the common law and abrogate decisions made thereunder when in the opinion of the legislature it is necessary in the public welfare.

"[9] Adequate water supply is a necessity. In the arid and semi-arid regions of the West it is imperative that all available water be utilized beneficially and without waste. The accomplishment of those ends is well within the competency of the legislature.

"Plaintiffs have not seen fit to invoke the remedies afforded them by the Act. Those remedies are adequate, we think, to afford protection to any vested rights of the plaintiffs.

"[10] We conclude that the Act is constitutional."

The notion that the surface owner is the owner of the underlying water greatly confounds the situation with respect to the power of the state to dedicate water to beneficial use and to regulate that use. As we have seen, under the common law the overlying owner does not have absolute title to the underground water that may permeate below the surface. He has the unqualified right to drill a well on his own land and take from the strata below all the water that he may be able to reduce to possession including that coming from land belonging to others, but the right to take and thus acquire ownership is subject to the power of the state to provide that it will be put to beneficial use and to prevent its unnecessary loss or waste, by requiring that the unused portion be made subject to the doctrine of appropriation.

The privilege of using water is unquestionably an element of the value of the land. To take away that right might be tantamount in a semi-arid country to confiscation of property. But the Act is not compulsory in its provisions. It does not compel or require a surface owner to obtain a permit in order to make use of the underlying water. Neither does it require that a permit be obtained for the installation of a well or pump or other works by means of which water can be diverted from its source to its place of use. However, such an owner, by electing not to come under the protection of the Act, is subject to the hazard of injunction in the event his usage impairs rights recognized and protected under the Act. To that extent, the plaintiff may presently drill wells to capture and divert underlying water and apply it to beneficial use without waste, subject, however, to the preferential use rights of a vested right user or the appropriation right of one who applies water from the same source to beneficial use (82a-712, 716, 717 [*a*]).

It is not for this court to decide matters of policy, nor, indeed, to weigh the beneficial results which may follow the adoption of any particular legislative policy (*Topeka Laundry Co. v. Court of Industrial Relations*, 119 Kan. 12, 237 Pac. 1041; *Quality Oil Co. v.*

duPont & Co., 182 Kan. 488, 322 P. 2d 731; *State, ex rel., v. City of Pittsburg*, 188 Kan. 612, 364 P. 2d 71; *State v. Hill*, 189 Kan. 403, 369 P. 2d 365). It is our duty to declare the law as it exists. We are not responsible for its consequences. Regardless of the form of the underground water, the power of the legislature to establish a new basis for adjusting the privileges and rights of surface owners is vindicated by the same consideration as was involved in *State, ex rel., v. Knapp*, supra, which justified this court in sustaining the Act and abolishing the riparian doctrine in favor of the appropriation doctrine. What was said in Knapp which sustained the Act and substituted the appropriation doctrine for the riparian doctrine is equally applicable to the instant case. The difference is slight. There we were concerned with the privileges of adjacent owners and here with the privileges of surface owners. In either case, the privileges are amenable to reasonable regulation. We hold that it was within the competency of the legislature to define the "vested rights" of common-law water users, or to establish a rule as to when and under what conditions and to what extent a vested right should be deemed to be created in such a water user (*Kansas v. Colorado*, 206 U. S. 46, 94, 51 L. Ed. 956, 973, 27 S. Ct. 655; *Sternberger v. Seaton Co.*, 45 Colo. 401, 403, 102 Pac. 168; *Re Water Rights of Hood River*, 114 Ore. 112, 227 Pac. 1065; *State, ex rel., v. Knapp*, supra; *Baumann v. Smrha*, supra). The effect of the common-law doctrine in Kansas under the Act is little more than legal fiction. The right of the plaintiff to ground water underlying his land is to the usufruct of the water and not to the water itself. Legislation limiting the right to its use is in itself no more objectionable than legislation forbidding the use of property for certain purposes (*Euclid v. Ambler Co.*, 272 U. S. 365, 71 L. Ed. 303, 47 S. Ct. 114, 54 A. L. R. 1016; *Mugler v. Kansas*, 123 U. S. 623, 31 L. Ed. 205, 8 S. Ct. 273).

As we have seen, the ownership of land does not carry with it any ownership of vested rights to underlying ground water not actually diverted and applied to beneficial use. Nor do we regard such a landowner as having a vested right, as the plaintiff contends, to ground water underlying his land which he has not appropriated and applied to beneficial use. A common-law claimant such as the plaintiff who has not initiated any actual use of the water for any beneficial purpose is limited to an action at law against the appropriator subsequently developing water uses under a permit from the chief

engineer for earlier appropriation uses perfected under the Act (82-712, 716, 721 [*a*]). In the overall, rather than suffering an infringement of any right, the plaintiff is afforded rights and protection by the Act which did not exist under the common-law to which he was subjected prior to its passage.

We find nothing in the Act which in any manner offends the Fourteenth Amendment to the constitution of the United States or in any way violates the constitution of Kansas. There is no inhibition in our constitution against legislation such as this regulatory Act which we find to be a proper and valid exercise of the police power.

The plaintiff contends that the title of the Act is defective and in violation of Art. 2, Sec. 16 of the constitution of Kansas. The contention is untenable. The compass of the enactment of one of comprehensive regulation of water usage. The Act contains only one subject which is clearly expressed in the title. Any attempt to say otherwise places a forced construction on words of simple and unambiguous meaning.

The plaintiff claims that to require him to make application and furnish information for an appropriation permit to use water from his own land for beneficial purposes is a denial of due process. The contention is without substance. The Act, regulatory in purpose and nature, requires that water users make application and furnish information to the chief engineer of the Division of Water Resources concerning the proposed use (82a-709). Such a requirement is not a confiscation of water rights by legislative fiat. Rather, it is a proper and reasonable exercise of the police power of the state in controlling water use for the purpose of preventing waste and to conserve a valuable natural resource. Moreover, the point was decided adversely to the plaintiff in *State, ex rel., v. Knapp*, supra, where it was said:

". . . If the state is to control and regulate the waters of the state other than for domestic use it must ascertain what other use is being made of the water by riparian owners, and *the act is not invalid because it authorizes the chief engineer to ascertain what other use is being made of the property and to require the owner to furnish a statement of such use and to obtain the approval of the chief engineer thereto, with the right of the owner to appeal to the district court from the determination of the chief engineer.* . . ." (Emphasis supplied.) (l. c. 556.)

The plaintiff further contends that just compensation is required to be made for the taking of unused water underlying his land, and

lack of provision therefor so permeates the Act that it is void *in toto*. We do not agree. If he thinks he has been damaged by the pumping of the ten water supply wells in question, the Act gives him a right to commence a suit for such damage (82a-716, 721 [*a*]). The suggestion that he has such rights in ground water underlying his land as must be acquired by eminent domain is untenable (*State, ex rel., v. Knapp*, supra).

As previously indicated, this was an action to enjoin Wichita from drilling or pumping water supply wells when its prior application for an appropriator's permit therefor had been regularly made to the chief engineer of the Divison of Water Resources. The plaintiff concedes that he has no water-right uses which are protected by the Act and he makes no claim to any right under the Act. While he introduced evidence of damage to his land, he did so only after the district court held the Act to be unconstitutional, to establish that his remedy at law was inadequate and that injunctive relief was proper. The Act not being unconstitutional, the district court should have entered judgment in favor of Wichita.

The judgment is reversed.

SCHROEDER, J., dissenting: Not to be outdone by the legislature in the confiscation of private property, the Supreme Court of Kansas today upholds the constitutionality of the 1945 Water Appropriation Act (G. S. 1949, 82a-701, *et seq.*) *by decreeing an established property right* (one which even the legislature and the city of Wichita recognized) *to be nonexistent*. Kansas decisions declaring the right of the landowner to the underground water in his land to be a common law *vested property right* are inferentially *overruled, and, in effect, the new rule of law is given retroactive application to the time of origin of private land titles by patent from the U. S. Government*—prior to the time Kansas was admitted to statehood. If such *arbitrary* exercise of the *police power* of the state withstands the federal constitutional test of due process, the formula has been found, and the precedent is established, by which all private property within Kansas may be *communized* without cost to the state.

It is a rule established in all just governments that when private property is required for public use, indemnity shall be given by the public to the owner.

In June, 1944, the Supreme Court of Kansas was confronted with

an attempt by the state to regulate the subterranean waters within the geological formation known as the Equus Beds in Harvey and McPherson Counties in the case of *State, ex rel., v. Board of Agriculture*, 158 Kan. 603, 149 P. 2d 604. These waters are precisely the same waters which are the subject of this litigation.

After reviewing numerous Kansas authorities the court concluded:

"Under the above authorities underground waters are part of the real property in which they are situated. The owner of land may convey or grant the underground water, or the right to take it from the land, by an appropriate instrument in writing to the same extent that he might convey or grant any other portion of the real property; or a party, having the right of eminent domain, may appropriate underground water to his use by condemnation proceedings." (p. 609.)

The court further clarified the nature of these waters by the following discussion in its opinion:

"Defendants ask us to take judicial notice of the fact that:

" 'Both surface and underground waters are [to some extent] migratory and under natural laws of gravity seek their own lowest level.'

"Judicial notice may be taken of those facts as well as of the fact that by evaporation waters become elevated and mingle with the atmosphere. Defendants in their brief state:

" 'The corpus of the water in its natural state, and this includes water beneath the surface of the ground, is flowing, moving, circulating, oozing, filtering, percolating or falling from the physical confines of the realty owned by one person to realty owned by another.'

"As a general statement this may be conceded. They further assert:

" 'In this natural state the corpus of the water is not the exclusive property of any individual but is a public water resource.'

"This statement is too broad. *An owner of land owns its surface and underground water by the same title as he owns the land itself, and the clay, gravel, coal or oil within it, even though these items of property differ in component parts.* The land itself, or any of its parts, is a public resource in the sense that it may be taken for a public use, or the state may prohibit its waste or its use in a manner detrimental to others.

"Defendants further advise us:

" 'Defendants do not recognize any private property right in unused water or in unused sources of water supply and believe that only when an established right or appropriation authorizing a user to take and use from that source is diminished or extinguished to point of causing injury to his prior established appropriation can the user recover any substantial damage or maintain any action for injunctive relief.'

"*This doctrine seems somewhat startling.* All we care to say about it is that *we think it contrary to the law of this state, repeatedly stated in our decisions hereinbefore discussed.*" (pp. 609, 610.) (Emphasis added.)

Thereupon the court reviewed the various statutes throughout the history of the state pertaining to waters, their ownership, disposition and use, and concluded that the statute then before the court, G. S. 1935, 74-509, did not authorize the defendants (the State Board of Agriculture, the Division of Water Resources within that board, and its chief engineer) to regulate, allocate or distribute, or otherwise interfere with the use and consumption of underground waters or to conduct a hearing upon the application of anyone desiring to use such waters, or for the allocation, distribution or regulation of the use of such waters.

The court had previously in the opinion recognized that throughout the history of the state there had been no departure from the basic principle that water rights in this state were governed by the common law except as they may have been modified by statute. Thus, prior to the enactment of the 1945 Water Appropriation Act of Kansas, the common law of this state, as declared by the decisions of the Supreme Court, established the right of the landowner to the underground water in his land (whether such water was "used" or "unused") as a *private property right*. The underground water was subject to conveyance or grant by an appropriate instrument in writing to the same extent that the owner of the land might convey or grant any other portion of the real property. A party, having the right of eminent domain, could appropriate the underground water to his use by condemnation proceedings, paying the fair market value therefor. The owner of the land owned the underground water *by the same title* as he owned the land itself, and the clay, gravel, coal or oil within it.

Later in *Arensman v. Kitch*, 160 Kan. 783, 165 P. 2d 441, in the year 1946, after the enactment of the 1945 Water Appropriation Act, the court said:

". . . Under our decisions *water in the land is a part of the land itself* and any enforceable claim to water from appellee's real estate based upon circumstances and conditions arising subsequent to the date of the execution of appellant's lease would have to be based upon a grant in writing . . ." (p. 791.) (Emphasis added.)

The court then quoted from *State, ex rel., v. Board of Agriculture*, supra, and cited numerous other cases.

In the year 1949 constitutional questions regarding the 1945 Water Appropriation Act were before the court in *State, ex rel., v. Knapp*, 167 Kan. 546, 207 P. 2d 440. There a riparian landowner on the Republican River in Kansas, eighty miles downstream from

the Harlan Dam in Nebraska, claimed a vested interest in flood waters of the river impounded in the Harlan Dam. Actually, the court did not there have the constitutional validity of the 1945 Water Appropriation Act before it. This is indicated by the following language in the opinion:

"We next observe that *no complaint is made of section 702*, which declares: 'All water within the state of Kansas is hereby dedicated to the use of the people of the state, subject to the control and regulation of the state in the manner herein provided.' *This is the heart of the statute*. The rest of it treats of details and procedure. . . .

"Considering the portions of the statute dealing with details and procedure we find nothing seriously wrong with them. We have difficulty in seeing that the owner of land in Kansas riparian to the Republican river has a vested interest in floodwaters of the river impounded in the Harlan dam, eighty miles or more from his property. . . ." (p. 555.) (Emphasis added.)

The general rule of law is well settled that only those constitutional questions which are duly raised and insisted upon and are adequately argued will be considered by the Supreme Court on appeal. (*State, ex rel., v. Richardson*, 174 Kan. 382, 256 P. 2d 135; and *State, ex rel., v. Fadely*, 180 Kan. 652, 308 P. 2d 537.) The court will not inquire into the constitutionality of a statute on its own motion. (*Missionary Baptist Convention v. Wimberly Chapel Baptist Church*, 170 Kan. 684, 688, 228 P. 2d 540; and see *Coryell v. Hardy*, 146 Kan. 522, 72 P. 2d 457.) Furthermore, a court will not undertake to pass upon the validity and effect of a statute unless it is necessary to the determination of an actual controversy. (*Missionary Baptist Convention v. Wimberly Chapel Baptist Church*, supra, and authorities cited therein.) The foregoing rules were the basis of the holding in the *Knapp* case.

Therefore, prior to the decision of the court herein it would be correct to say the constitutional validity of the 1945 Water Appropriation Act (L. 1945, Ch. 390), had not been determined, since the section of the act which is its very heart (G. S. 1949, 82a-702) *is being challenged for the first time*. Furthermore, the court in the *Knapp* case was dealing with a riparian owner on a surface stream who claimed rights to flood water impounded eighty miles upstream in another state pursuant to a tri-state compact (G. S. 1949, 82a-518). The court was not confronted with subterranean waters.

It could hardly be said the Supreme Court of Kansas would defer the determination of this vital question of state policy in the first

instance to the federal courts. The construction of state statutory provisions is left to the states in the first instance, if the state has authority to enact such law. (*Higgins v. Cardinal Manufacturing Co.*, 188 Kan. 11, 21, 360 P. 2d 456, cert. den. 368 U. S. 829, 7 L. Ed. 2d 32, 82 S. Ct. 51; and *Williams v. Oklahoma*, 358 U. S. 576, 3 L. Ed. 2d 516, 79 S. Ct. 421, rehearing den. 359 U. S. 956, 3 L. Ed. 2d 763, 79 S. Ct. 737.)

Thus, in *A. B. Williams v. City of Wichita, Kansas, a Municipal Corporation, et al.* [10th U. S. C. A. 1956], 230 F. 2d 959, where litigation between the parties to this action was pending in a court of this state, in which the questions and issues in the federal action might be determined, it was recognized that such questions and issues involved an interpretation of Kansas state laws (the 1945 Water Appropriation Act) and *should appropriately be determined by the state courts.* In a memorandum decision it was held that no action be taken on the motions to dismiss, and that action thereon be held in suspense for a reasonable time to await determination in the state courts of important questions of state law involved therein.

In *Baumann v. Smrha* [U. S. D. C., D. Kan. 1956] 145 F. Supp. 617, aff'd per curiam, 352 U. S. 863, 1 L. Ed. 2d 73, 77 S. Ct. 96, a three-judge Federal District Court for Kansas was requested in a declaratory judgment action to determine whether the 1945 Water Appropriation Act violated the Fourteenth Amendment to the United States Constitution. In the opinion the court said:

"We hold that the state could properly apply the doctrine of prior appropriation and application to beneficial use to unused and unappropriated waters so long as it recognized and afforded protection to rights which landowners had acquired at the time of the effective date of the Act to appropriate and use water.

"Whether such a change in the law of Kansas is contrary to earlier decisions of the Supreme Court of Kansas, it is cognizant with the latest decision of the Supreme Court of Kansas in *State ex rel. Emery v. Knapp*, 167 Kan. 546, 207 P. 2d 440, *which must be regarded as having overruled the earlier cases.*" (p. 625.) (Emphasis added.)

The foregoing assumption, of course, that the *Knapp* case overruled earlier decisions is not binding upon the Kansas Supreme Court which is called upon to construe its own decisions. (See *Thompson v. Consolidated Gas Co.*, 300 U. S. 55, 81 L. Ed. 510, 57 S. Ct. 364, and authorities cited therein at note 21.)

G. S. 1949, 82a-702, provides:

"All water within the state of Kansas is hereby dedicated to the use of the people of the state, subject to the control and regulation of the state in the manner herein prescribed."

By the foregoing section of the Act the legislature has appropriated all water within the state of Kansas for and on behalf of the state. Without such an appropriation, or ownership of water taken in the name of the state, there could be no *dedication* of all water in the state of Kansas to the use of the people of the state. In other words, before all water in the state can be dedicated to public use the state must own such water.

Such an appropriation of all water in the state by the legislature is nothing short of an outright *confiscation* of all property rights in water which the legislature subsequently refuses to recognize as a "vested right" under the Act, because *it makes no provision for the state to pay the owners of such water for the property rights taken.*

In the instant case the plaintiff below concedes that he has no "vested rights" (water right uses) which are protected by the Act, and he makes no claim to any right under the Act. The court in its opinion says the 1945 Water Appropriation Act, which seeks to impose "the appropriation doctrine and the rule of priority of right," was intended to apply only to such water as was not being "beneficially used at the time of the passage of the Act, that is, to our undeveloped and consequently unused water resources."

The legislature, however, recognized that *private property rights* to "unused" water were taken from the common law owners in 82a-702, *supra.* This is disclosed by a further section of the Act, G. S. 1949, 82a-716, which as originally enacted reads in part:

"If any appropriation, or the construction and operation of authorized diversion works results in an injury *to any common law claimant*, such person shall be entitled to due compensation in a suitable action at law against the appropriator for damages proved *for any property taken.* An appropriator who has acquired a valid right under this statute may prevent, by injunction, a subsequent diversion *by a common-law claimant of private rights* without being required to first condemn possible *private rights.* . . ." (Emphasis added.)

The alteration made by the amendment to this section of the Act, now appearing as G. S. 1959 Supp., 82a-716, changed the second sentence above quoted to read as follows:

". . . Any person with a valid water right or permit to divert and use water may restrain or enjoin in any court of competent jurisdiction a subse-

quent diversion by *a common-law claimant* without vested rights without first condemning *those common-law rights.* . . ." (Emphasis added.)

The common law claimant referred to in the first sentence of the above section is not described as a common law claimant having "vested rights" under the Act. And such claimant is said to have a cause of action against an appropriator under the Act for damages proved for any *property* taken. That this was the intention of the legislature is indicated by the second sentence of the section, as amended, when it refers to the common law claimant *without "vested rights"* under the Act as having common law rights. Thus, the legislature in 1957 by the amendment, *although expressly waiving* the requirement of condemnation by an appropriator of water under the Act, elucidated in the Act by expressly recognizing the existence of affected common law property rights. The legislature speaks of "vested rights" as that term is defined in the Act and continues to acknowledge the existence of private property rights of common law claimants. The common law property rights of these common law claimants were *vested property rights* (in the legal sense of the term) when the 1945 Water Appropriation Act was enacted by the legislature.

The term "vested right" under the Act is defined in G. S. 1959 Supp., 82a-701 as follows:

"(*d*) 'Vested right' means the right *of a person under a common law or statutory claim* to continue the use of water having actually been applied to any beneficial use, *including domestic use, on or before June 28, 1945,* to the extent of the maximum quantity and rate of diversion for the beneficial use made thereof, and shall include the right to take and use water for beneficial purposes where a person is engaged in the construction of works for the actual application of water to a beneficial use on June 28, 1945, provided such works shall be completed and water is actually applied for such use within a reasonable time thereafter by such person, his heirs, successors or assigns. *Such a right does not include, however, those common law claims under which a person has not applied water to any beneficial use within the periods of time set out in this subsection.*" (Emphasis added.)

The italicized portions of the above definition were added by the legislature in 1957, otherwise the section is substantially as it appeared in the original act.

Here again the legislature makes reference to common law claims regarding "unused" water (water not having actually been applied to any beneficial use as defined in the Act) and excepts the *rights of such common law claimants* from the definition of "vested right" under the Act.

A further indication that the legislature intended to recognize *vested property rights* of common law claimants in "unused" water as defined in the Act is found in the report of the governor's committee, appointed to study the subject of water rights in 1944, which reads in part:

"The Committee believes that conditions, and the needs of the people in Kansas, have changed so greatly since the early adoption of the common law as applied to water use, that the time has come to modify the common law to the extent necessary to set up a system of appropriation, based on priority of right, *but without depriving the common-law owner of relief by proper compensation for limitations placed on unused common-law rights.*" (Emphasis added.)

(See *State, ex rel., v. Knapp*, 167 Kan. 546, 551, 207 P. 2d 440.)

In December of 1944 the report of the governor's committee on the proposed Water Appropriation Act found it would be necessary: "(3) *to allow a common law owner of unused water rights a means of recovery for such damages as he is able to prove he has suffered by an injury or impairment of his property or of any right to initiate a later use of water.*"

The committee recognized the existence of *private property rights* in a common law owner of unused water and the impairment of such property or of any right to initiate a later use of water. This report was before the legislature and it may be assumed the enactment intended to meet the requirement of the foregoing finding of the committee.

The question is whether the legislature has met the federal constitutional requirement of due process of law relative to existent private property rights taken from common law owners by the 1945 Water Appropriation Act. This subject will be treated after further analysis of the record and of the court's construction of the Act.

Recognition by the city of Wichita that the subterranean water here under consideration was the subject of *existent private common law property rights in 1953* is indicated by the written instrument through which it acquired well sites. The deeds acquiring the five-acre *sites* for each of the ten water wells which are the subject of this action, except for the names of the grantors, are identical. Well site No. 47 which gave rise to this cause of action (later expanded to ten well sites) was acquired by the following "Indenture of Conveyance" which reads in part:

"THIS INDENTURE, made on this 21st day of May, 1953, by and between Frederic W. Cooper and Dorothy C. Cooper, man and wife, of the County of Harvey, State of Kansas, hereinafter called the Parties of the first part, and

"THE CITY OF WICHITA, a municipal corporation, located in Sedgwick County in the State of Kansas, hereinafter called the Party of the second part;

"WITNESSETH: That the Parties of the first part, *in consideration of Two Thousand and no/100 Dollars*, the receipt of which is hereby acknowledged, do by these presents, give, grant, bargain, sell and convey unto said Party of the second part, its successors and assigns:

"1. *All of the water bearing sands and water rights now, or at any time, and at all times hereafter in or under said tracts hereinafter described.*

"2. The *right to use* in the proper enjoyment of such water and water *as much of the surface of said tracts of real estate as may be necessary or desirable on the part of the Party of the second part to carry out the terms of this grant.*

"3. The right in perpetuity to drill for, produce, and transport *sub-surface water* therefrom.

"4. The right to go upon the surface of said lands above described *to* explore and *drill for, procure and extract any and all sub-surface water*, either for experimental purposes or *for a permanent supply*, and to remove and transport the same for such use and uses in the City of Wichita and its environs, as the Party of the second part may from time to time elect to make of it, *including all of the sub-surface water.*

"(*a*) *Which may* at any time and at all times during the continuance hereof *be stationary in and under said land or any part thereof*, and

"(*b*) *Which may flow or percolate thereto from other lands*, including the right of ingress and egress by the officers, agents and employees of the Party of the second part, and by any other party authorized by it to enter upon said premises to carry out the purposes of this grant.

[Provisions relating the rights to lay and maintain pipe lines; construct, operate and maintain measuring wells; and to maintain and remove tanks, machinery, fixtures and improvements upon the land are omitted.]

"8. *The tracts of real estate in, under and to which the foregoing rights and interests are granted* are described as follows, to-wit: *Five acres in square form in the southwest corner of the SW¼ of the SE¼, Section 24, T24S, R3W, Harvey County, Kansas.*

"IT IS UNDERSTOOD AND AGREED BY AND BETWEEN THE PARTIES that this indenture does not carry with it any oil and gas in place of the right to explore for or extract the same." (Emphasis added.)

[The habendum, warranty and signature clauses are omitted.]

It is readily apparent the city of Wichita recognized the existent *private property right* of the landowner to the "unused" subsurface water in the land. The city paid $400 per acre for the property rights to this water. The deed was not a conveyance of land, but a conveyance of the water-bearing sands and water rights under the surface of the five-acre tract, together with a right to use so much of the surface as was necessary to extract and remove the

water from the tract. By these written instruments of conveyance the city of Wichita recognizes the economic value of the property right of the common law owner to the "unused" subsurface water in the land, and such instruments of conveyance were all executed long after the enactment of the 1945 Water Appropriation Act. It is a fair indication the city of Wichita has not placed much faith in the constitutionality of the 1945 Water Appropriation Act, or that it has construed the Act differently than the construction given it by the court.

How did the court construe the 1945 Water Appropriation Act, and what happened to Kansas decisions which declared the subsurface water (whether "used" or "unused") in the land to be a common law *private property right* of the landowner?

The court, after reviewing the evidence of the actual conditions and characteristics of the Equus Beds formation, and the facts concerning the extent and manner of withdrawals of water therefrom, concluded that from the evidence "emerges the salient and clear factual conclusion that these ground waters are percolating and hence migratory and fugitive," and by reason thereof the court was "dealing with a right to *use* the underground waters as they pass through the owner's soil." Although the court recognized the common law rule prior to 1945, in that percolating ground water "belongs" to the owner of the land in which it is found, it concluded the decisions which dealt with the subject did not define the "ownership" of the corpus of the water, and said:

"The common law concept of 'absolute ownership' of percolating water while it is in one's land is an anomaly—while giving him the right to abstract from his land all the water he can find there, it affords him no protection against the acts of his neighbors who, by pumping on their own land, manage to draw out of his land all the available water it contains. Much of the language in the cases pertaining to absolute ownership is *obiter dicta* and completely unnecessary to the respective decisions. Moreover, ownership as a concept is often vague and denotes only certain rights of use against certain persons with respect to certain physical phenomena. *Thus the use of the term 'ownership' as applied to percolating water has never meant that the overlying owner had a property or proprietary interest in the corpus of the water itself.* This necessarily follows from the physical characteristics of percolating water. It is migratory in nature and is a part of the land only so long as it is in it. *There is a right of use as it passes, but there is no ownership in the absolute sense.* . . ." (Emphasis added.)

From this point the rule for ground waters which have not been reduced to the possession and control of the overlying owner are

said to be analogous to the rule applicable to surface water in a stream, citing *Wallace v. City of Winfield*, 98 Kan. 651, 159 Pac. 11, which is said to hold:

". . . that a riparian owner had no title to the corpus of the water in the river; that the water was not 'his,' and until he reduced it to his possession and exercised control and management over it, did he obtain a property right in it; that his right was to the *use* of the water—a property right of a usufructuary nature that 'attached' to the riparian land; that as an incident of the land, the right of use accompanied a conveyance of the real property and since there was no ownership of the water, he could not recover the value of any such water wrongfully diverted."

Reference is made to *State, ex rel., v. Knapp*, supra, which was said by the court to be concerned with the *privileges* of adjacent owners to a stream, while in the instant case the court was concerned with the *privileges* of surface owners, and the difference was said to be slight. The court concluded "The right of the plaintiff to ground water underlying his land is to the usufruct of the water and not to the water itself," and held "it was within the competency of the legislature to define the 'vested rights' of common-law water users, or to establish a rule as to when and under what conditions and to what extent a vested right should be deemed to be created in such a water user." The suggestion that the plaintiff had such rights in ground waters underlying his land as must be acquired by eminent domain was said to be *untenable*.

By the foregoing process of reasoning *a vested common law property right has been decreed to be nonexistent*.

In 1944 the ground water underlying a tract of land was said to be owned by the owner of the land "by the same title as he owns the land itself, and the clay, gravel, coal or oil within it, even though these items of property differ in component parts" (*State, ex rel., v. Board of Agriculture*, 158 Kan. 606, 609, 149 P. 2d 604). The foregoing rule of law was again approved in 1946 (*Arensman v. Kitch*, 160 Kan. 783, 165 P. 2d 441). The foregoing language, repeated throughout the decisions, was an outright recognition by the court of *a common law private property right* to ground water underlying the land. By declaring the landowner's title to the ground water underlying a tract of land to be *equivalent to* the landowner's title to the land itself, the most forceful language at the court's command was employed. It established a common law *vested property right* to the ground water underlying the land.

In substance the court has *overruled* all prior decisions establish-

ing a common law *private property right* to the ground water underlying the owner's land, and it has declared the new policy, or law, to be *retroactive* in point of time to the origin of all land titles in the state. The land titles in the Equus Beds area were not acquired from the state of Kansas, but from the public domain by a patent issued from the United States Government prior to the statehood of Kansas. These land titles have passed in succession by conveyance, or otherwise, to subsequent owners. The state of Kansas has never owned the land.

The Desert Land Act of 1877 (43 U. S. C. 321) enacted by the Congress of the United States, allowed entry and reclamation of lands within the western states and territories, which have since become states. It contained a proviso to the effect that the right to the use of water should depend upon *bona fide* appropriation, not to exceed the amount of water actually appropriated and necessarily used for the purpose of irrigation and reclamation, and declared the surplus should be held free for the appropriation and use of the public for stated purposes. This act was held in *Power Co. v. Cement Co.*, 295 U. S. 142, 79 L. Ed. 1356, 55 S. Ct. 725, *to sever,* in effect, *all waters upon the public domain, not theretofore appropriated, from the land itself,* and that a patent issued thereafter for lands in a desert-land State or Territory, under any of the land laws of the United States, carried with it of its own force, no common law right to the water flowing through or bordering upon the lands conveyed. The court further held the owner of the public domain, the United States, had power to dispose of the land and water together or separately.

Kansas was *not* included as one of the states or territories covered by the Desert Land Act of 1877. Thus, all common law rights to the water in Kansas passed from the United States to the original owners by patent.

On October 31, 1868, Section 3, Chapter 119 of the General Statutes of 1868, now appearing without change as G. S. 1949, 77-109, became effective. It provided that the *common law* as modified by constitutional and statutory law, judicial decisions, and the conditions and wants of the people, shall remain in force in aid of the General Statutes of this state.

Thus, upon enactment of the 1945 Water Appropriation Act the legislature was confronted with *common law vested property rights* to ground waters of the state.

Since Kansas was not affected by the Desert Land Act of 1877, the confiscatory nature of the 1945 Water Appropriation Act of Kansas is not overcome by the fact it makes no distinction between ground water and surface waters and applies the appropriation doctrine recognized by the laws of the seventeen western states, or by the fact that twelve of those western states now have statutes applying the appropriation doctrine to percolating ground waters. The states of Idaho and New Mexico accomplished the adoption of the appropriation doctrine with respect to percolating ground waters by judicial decision upon the strength of the Desert Land Act of 1877 which affected the prior development of their respective state laws. (*Hinton v. Little*, 50 Ida. 371, 296 Pac. 582; and *Yeo v. Tweedy*, 34 N. M. 611, 286 Pac. 970.)

Never in the history of Kansas law or of the common law has it been necessary to trace "particles" of water lying beneath the surface of the land to establish *a property right* to such water. Water is homogeneous in character—one gallon taken from the Equus Beds is the same as any other gallon. If the forces of nature cause the percolating ground water to move in a southerly direction for one day to the extent of three feet, the portion that percolates from the boundary of one's land on the south is replaced by water of the same quality on the north. The only perceptible change, if any, is in the elevation of the *water table* beneath the surface of the land.

Common law judges for generations past have been wise to the laws of nature. They recognized the forces of nature and the properties of water in declaring the common law relative to ground water, just as in 1944 judicial notice was taken by Justice W. W. Harvey writing for the court in *State, ex rel., v. Board of Agriculture*, supra.

Analogous situations are presented regarding commodities such as grain and money. One who holds a warehouse receipt for 1,000 bushels of wheat of a given grade and quality has a *property right* to such grain in the warehouse even though it is commingled with other grain of like grade and quality. The owner cannot trace the kernels of wheat he delivered, neither can the warehouseman. But the inability to trace the precise kernels of wheat and thereby identify the "corpus" of the grain which he delivered is immaterial in law to the proprietary interest of the holder of the warehouse receipt. Such grain is said to be "Fungible grain" (G. S. 1949, 34-

223), and the return of 1,000 bushels of grain of like grade and quality by the warehouseman upon demand of the owner is sufficient in the eyes of the law. (See *Central States Corp. v. Luther*, 215 F. 2d 38, cert. den. 348 U. S. 951, 99 L. Ed. 743, 75 S. Ct. 438.)

It must be recognized that the people of the state have no vested right in the decisions of a court. They can be overruled or modified. But a change in property law is usually given only *prospective* application, *not retroactive application.* This is particularly true where property rights have been established and vested in the owners by former decisions of the court. Heretofore the court has been extremely cautious and reluctant to interfere with any law or rule which might affect title to real estate, lest it disturb *vested* rights and create confusion and unrest.

It must also be recognized that the legislature has power to change a rule of common law by legislative enactment. But here again the act or new law is given *prospective* application, and *not retroactive application.*

This situation was presented in *Frizell v. Bindley*, 144 Kan. 84, 58 P. 2d 95, where Chapter 115 of the Laws of 1886 (repealed, L. 1941, ch. 261) attempted to impose the principle of "appropriation" to water in a running stream for purposes of irrigation. The statute was held ineffective as against other owners of riparian lands held under United States patents which antedated the statute. These riparian owners' rights to the waters of the creek were said to be dependent upon the law of this state at the time their lands passed into private ownership. Those rights were such as attached to riparian lands at common law. The court said:

"And since the common-law rule is that riparian rights are incidents of the land itself, quite different from easements which may be lost through non-user . . ., those rights, so far as concerns the present litigants, were vested prior to the statute of 1886 and unaffected thereby. . . ." (p. 92.)

Vested property rights, previously established by the court's decisions, are not destroyed by the legislative enactment. Where such vested rights are taken they must be recognized and indemnity given by the public to the owner, just as the governor's committee in 1944 found it would be necessary for the legislature to do regarding the proposed water act.

But what the legislature feebly attempted to do in the 1945 Water Appropriation Act of Kansas by giving common law claimants a cause of action for damages proved for "any property taken" under the provisions of the Act, *the court has "construed" away.*

The court in its construction of the Act says:

"As we have seen, the ownership of land does not carry with it any ownership of vested rights to underlying ground water not actually diverted and applied to beneficial use. Nor do we regard such a landowner as having a vested right, as the plaintiff contends, to ground water underlying his land which he has not appropriated and applied to beneficial use. A common-law claimant such as the plaintiff who has not initiated any actual use of the water for any beneficial purpose is limited to an action at law against the appropriator subsequently developing water uses under a permit from the chief engineer for earlier appropriation uses perfected under the Act (82a-712, 716, 721 [a]). In the overall, rather than suffering an infringement of any right, the plaintiff is afforded rights and protection by the Act which did not exist under the common-law to which he was subjected prior to its passage." (p. ____)

The foregoing simply says the landowner has lost nothing under the Act which he had under the common law of Kansas as to the "unused" ground water underlying his land, but the Act gives him an action at law against an appropriator—an action which he did not have under the common law for rights which did not exist under the common law.

The landowner is told that nothing has been taken from him which is *compensable*. At best, the court has described what was taken under the Act from the common law claimant as a *"privilege."* Obviously, the power of the state *to regulate* under the police power would not subject the state to liability for compensable damages for the denial or the withholding of a *privilege*. If the state is not obligated to pay compensable damages for the taking of a privilege from common law claimants, how can it shift a liability which does not exist to an appropriator under the Act? The answer is that *the new cause of action is not designed to compensate the owner of "unused" water for those common law vested property rights which have been taken from him by the Act.*

Long after the decision in *Wallace v. City of Winfield*, 98 Kan. 651, 159 Pac. 11, upon which the court relies for the proposition that a riparian owner had no title to the corpus of the water in the river, it was held in *Frizell v. Bindley*, 144 Kan. 84, 58 P. 2d 95, that the water rights of a riparian owner were incidents of the land itself and were *vested* in the common law owner, and that such *vested rights* could not be lost through nonuser. (See G. S. 1961 Supp., 82a-721a.)

Even though the legislature expressly recognized that its definition of a "vested right" did not include common law claims under

which a person had not applied water to any beneficial use as defined in the Act, and such common law claimants were said to have a cause of action for damages proved for *any property taken*, the court holds that the legislature has power to declare what persons had *vested rights* under the law of Kansas at the time of the enactment.

The full thrust of the holding by the court is found in the statement, "It is these recognized use rights ['vested rights' as defined in 82a-701(*d*), *supra*] that may not be taken or destroyed in the absence of due process of law." (p. ____) This is a tacit *admission* that common law rights to the "unused" waters of the state have been taken without due process of law—the payment of just compensation. As to these common law rights the court says, in substance, the state may take them *without due process of law.* It says, "The effect of the common-law doctrine in Kansas under the Act is little more than *legal fiction.*" (p. ____) (Emphasis added.) By describing the 1945 Water Appropriation Act as a "regulatory Act" it is found by the court to be a proper and valid exercise of the *police power.*

Giving the holder of common law *vested property rights* a cause of action for *a right which did not exist at the common law* is no substitute for due process of law, and *nowhere in the court's opinion is it said to be a substitute.* Such cause of action is not against the state, the one who confiscated such common law property rights, but against some unknown third party or person, an appropriator, who may not be capable of identification or acquire appropriation rights until long after the effective date of the Act.

Once the court decreed *common law vested property rights* to the "unused" percolating ground waters of the state to be *nonexistent*, it became relatively simple to answer whether the 1945 Water Appropriation Act of Kansas violated the due process clause of the Fourteenth Amendment to the Constitution of the United States, or any provision of the Constitution of Kansas, requiring indemnity to the owner where private property is taken for public use.

Under the court's construction of the Act, the legislature is now in the position of having paid no attention to the admonition of the governor's committee "to allow a common law owner of unused water rights a means of recovery for such damages as he is able

to prove he has suffered by an injury or impairment of his property or of any right to initiate a later use of water."

A *primary use* of water from the large reservoir of the Equus Beds is so obvious that it has been overlooked by both the legislature and the court. For this reason the term "unused," has heretofore been set out in quotation marks to identify the term as it has been used by the legislature and the court.

The uncontroverted evidence in the record as summarized by the court was that "a large amount of ground water is lost by evapotranspiration—the natural utilization of water by plants from absorption in their root systems. The process is accelerated by hot weather and winds." (p. ——.) It is incorrect to say the utilization of water from the soil by plant growth is waste, or that the water is lost. It is by this process *beneficially used*. This use of the water from the reservoir in the Equus Beds is subirrigation. The water table throughout most of the Equus Beds area *under normal conditions* is at a sufficient elevation to effectively provide irrigation for the growing crops planted on the land in this area.

Scientific facts which may be judicially noticed are that the roots of the winter wheat plant penetrate the soil in the process of plant growth to a depth of eight feet or more. The roots of the alfalfa plant have been known under favorable conditions to go to a depth of twenty feet, and the roots of corn and other agricultural plant crops likewise go to sufficient depths to tap the reservoir of water.

It is by reason of this subirrigation that the Equus Beds area in Kansas is known as a garden spot with capability of producing abundant agricultural commodities, even though drouth conditions may prevail in given seasons.

The process of nature by which plant growth takes place—a scientific fact—may also be judicially noticed. It is known that a large elm tree in the hot summer of Kansas will absorb from the soil as much as two hundred gallons of water in one single day and give it off into the air from its leaves by transpiration. This is the process by which plants grow, combining the elements in the soil and in the air with the energy from the sun through the medium of water into vegetative growth and seed production. Failure to recognize this natural use of water, which is actually a beneficial use of the water by the landowner who tills the soil and plants the crops, is simply a refusal to recognize the facts of nature. Such

failure results in an *arbitrary standard* which deprives landowners of the right of full enjoyment of their land.

Can both the court and the legislature blindly close their eyes to this *established use of underground water* in the Equus Beds area and say that such application of water to a beneficial use is not a vested right in the common law owner? I think not. Even under the definition of "vested right" given by the legislature in G. S. 1961 Supp., 82a-701(*d*) this beneficial use of water is a vested right. Under the Act these common law claimants are entitled to continue the use of water which has actually been applied to a beneficial use. (See *Heise v. Schulz*, 167 Kan. 34, 204 P. 2d 706.)

Under the court's construction of the Act the *new cause of action* (not being designed to compensate the common law claimant for rights taken from him by the Act) must be given some attention. The court says: "It is sufficient to say that while the Act denies injunctive relief to common-law claimants, such as the plaintiff here seeks, it affords protection to common-law owners who have not initiated any use of water for beneficial purposes by giving them a cause of action at law to recover due compensation against an 'appropriator' for damages proved for any property taken (82a-716), or for any injury done to their lands *or to any water rights appurtenant thereto* (82a-721a)." (p. ——.) (Emphasis added.)

It is to be noted from the foregoing statement that common law claimants *who have not initiated any use of water for beneficial purposes* are said to have a cause of action at law for injury done to any *water rights* appurtenant to their land. The expression emphasized in the above quotation is the language used by the Act in G. S. 1961 Supp., 82a-721a. This is important because when the term "water right" is used in the Act it has a defined meaning G. S. 1961 Supp., 82a-701 provides in part:

"When used in this act, unless the context indicates otherwise, the following words shall have the following meanings:

. . . . . .

"(*g*) 'Water right' means any vested right or appropriation right under which a person may lawfully divert and use water. *It is a real property right appurtenant to and severable from the land* on or in connection with which the water is used and such water right passes as an appurtenance with a conveyance of the land by deed, lease, mortgage, will, or other voluntary disposal, or by inheritance." (Emphasis added.)

From the foregoing it is apparent even the court has recognized that a common law claimant, who has not initiated any use of water

for beneficial purposes, has a cause of action for injury done to a water right appurtenant to his land, described by the Act as a *real property right* appurtenant to the land; or would it be better to say under the court's construction of the Act that the new cause of action was only intended for those who have a "vested right" or an "appropriation right" as defined in the Act?

Confusion has no doubt crept into the court's opinion through the fictional process of reasoning by which it hurtles from a discussion of ownership of the corpus of percolating ground water *in the absolute sense* to *privileges*, totally ignoring in the process the whole common law concept of property rights that exist between these extremes.

The term "property" embraces every species of valuable right and interest, including real and personal property, easements, franchises and hereditaments. A vested right of action is property in the same sense that tangible things are property, and is equally protected against arbitrary interference by the prohibition of the Constitution. (*Pritchard v. Norton*, 106 U. S. 124, 27 L. Ed. 104, 1 S. Ct. 102.) For the same reason a water right under the common law is vested property right.

The favorable finding for the plaintiff in the lower court on all issues established a diminution of $200 per acre in the value of the plaintiff's land by reason of the large withdrawals of underground water by the city of Wichita from the vicinity of the plaintiff's land. The plaintiff, however, sought to show that such damages were inadequate and requested injunctive relief.

Assuming the 1945 Water Appropriation Act to be constitutional, does the new cause of action entitle the common law claimant to recover damages, such as the plaintiff's evidence herein established to the satisfaction of the trial court? If so, has a Pandora's box of litigation been opened? What are the pitfalls? How can a landowner know which appropriator, where many permits have been issued, is causing the damage to his property? In many instances the landowner could not prove which appropriator or appropriators were causing his damage, any more than he could trace particles of water lying beneath the surface.

If the appropriator is the city of Wichita, for example, must the common law claimant comply with the provisions of G. S. 1961 Supp., 12-105, and is he limited in his cause of action to such damages as occur within three months prior to the filing of his

claim with the city? Must suit be brought in the county where the city is located when it is foreign to the landowner, so that the landowner is at the mercy of jurors into whose pockets the city may reach to pay any verdict returned in favor of the landowner?

In spite of the evidence in this case, the court says: *"If he [the plaintiff] thinks he has been damaged* by the pumping of the ten water supply wells in question, the Act gives him a right to commence a suit for such damage (82a-716, 721a)." (Emphasis added.)

A great paradox is disclosed by reading *Power Co. v. Cement Co.*, 295 U. S. 142, 79 L. Ed. 1356, 55 S. Ct. 725. In discussing the Desert Land Act of 1877 it is there said that the appropriation doctrine in arid land states was necessitated because of the need for irrigating wide stretches of parched and barren land, which never could be made to produce agricultural crops, except by the transmission of water for long distances and its consumption in the process of irrigation. Necessarily, the need for irrigation in these states involved the complete subordination of the common law doctrine of riparian rights to that of appropriation. It became the determining factor in the long struggle to expunge from our vocabulary the legend "Great American Desert," which was spread in large letters across the face of the old maps of the Far West.

Here in Kansas, however, the court upholds an act which deprives owners of the garden lands of this state of the primary factor which makes them abundantly productive, subirrigation from ground waters, and it is done without any influence of the Desert Land Act of 1877 upon the prior development of Kansas law.

Fear to recognize a *private property right in common law claimants*, who have not applied water to a beneficial use prior to the enactment of the 1945 Water Appropriation Act, bespeaks recognition of the numerous authorities construing the due process clause of the United States Constitution, which prohibits a state from enacting legislation which has the effect of taking one man's property and giving it to another. (*Thompson v. Consolidated Gas Co.*, 300 U. S. 55, 79, 80, 81 L. Ed. 510, 57 S. Ct. 364; *Loan Association v. Topeka*, 87 U. S. 655, 22 L. Ed. 455; *Fletcher v. Peck*, 10 U. S. 87, 3 L. Ed. 162; and *Chicago, Burlington &c. R'D v. Chicago*, 166 U. S. 226, 41 L. Ed. 979, 17 S. Ct. 581.)

There are acts which the federal or state legislature cannot do without exceeding their authority. They may not violate the right of private property. (*Calder v. Bull*, 3 U. S. 386, 1 L. Ed. 648.)

The United States Supreme Court, speaking through Justice Holmes in the case of *Penna Coal Co. v. Mahon*, 260 U. S. 393, 67 L. Ed 322, 43 S. Ct. 158, 28 A. L. R. 1321, said:

". . . In general it is not plain that a man's misfortunes or necessities will justify his shifting the damages to his neighbor's shoulders. . . . We are in danger of forgetting that a strong public desire to improve the public condition is not enough to warrant achieving the desire by a shorter cut than the constitutional way of paying for the change. . . ." (p. 416.)

Once private property rights have attached, they cannot be subsequently invaded. (*Sturr v. Beck*, 133 U. S. 541, 551, 33 L. Ed. 761, 10 S. Ct. 350; and *Fletcher v. Peck*, supra.)

No legislature may constitutionally make any law disturbing or destroying existing or vested rights, whether such rights be statutory or embodied in judgments or judicial decisions; nor may a legislature so impair an existing remedy so as to destroy or materially impair such vested rights. (*Fletcher v. Peck*, supra; *Loan Association v. Topeka*, supra; *Poindexter v. Greenhow*, 114 U. S. 270, 29 L. Ed. 185, 5 S. Ct. 903; *Chicago, Burlington &c. R'D v. Chicago*, supra; and see 16A C. J. S., Constitutional Law, §§ 417 and 418, where the cases are accumulated.)

An exhaustive review and discussion of both the case and statutory law of Kansas was undertaken in *Clark v. Allaman*, 71 Kan. 206, 80 Pac. 571, concerning water and water rights. In the opinion the court said:

"From these statutes it will be observed that the diversion and appropriation of water to beneficial uses has been recognized to be a public use, and the right of eminent domain may be invoked for the purposes sought to be accomplished; but, manifestly, *proceedings under these statutes cannot operate to the destruction of previously vested common-law rights. Property in the flow of water acquired under the old system is protected by the constitution of the United States, and can be condemned for public uses only under the same restrictions as apply to the taking of other private property for public uses.* (*City of Emporia v. Soden*, supra [25 Kan. 588].) And other interpretation of the statutes would render them void." (p. 239.) (Emphasis added.)

Clark v. Allaman, supra, has been affirmed and cited with approval in *Weaver v. Beech Aircraft Corporation* [1958], 180 Kan. 224, 303 P. 2d 159.

The foregoing basic principles of our form of government were recognized and discussed in *Irrigation Co. v. Klein* [1901], 63 Kan. 484, 65 Pac. 684.

Kansas has not only recognized the common law doctrine of

"riparian rights" and ownership of underground water by judicial decision and statute, but has actively insisted upon them in its own behalf and on behalf of the landowners of Kansas. This is disclosed by the Kansas-Colorado litigation which persisted for many years. (*Kansas v. Colorado*, 185 U. S. 125, 46 L. Ed. 838, 22 S. Ct. 552; *Kansas v. Colorado*, 206 U. S. 46, 51 L. Ed. 956, 27 S. Ct. 655; and *Colorado v. Kansas*, 320 U. S. 383, 88 L. Ed. 116, 64 S. Ct. 176; and see Senate Concurrent Resolution No. 14, appearing as L. 1901, Ch. 425.) These decisions indicate without question the law of Kansas to be that common law water rights are vested property rights. In view of such history there can be no question that property rights to water in Kansas were fully and completely vested long prior to 1945.

In the case of *Dartmouth College v. Woodward*, 17 U. S. 518, 4 L. Ed. 629, titles to land constituting part of the public domain, acquired by grants under the provisions of existing laws by private persons, were said to be beyond the reach of legislative revocation.

What have other states, not covered by the Desert Land Act of 1877, done?

The Supreme Court of Wisconsin in *Water Power Cases*, 148 Wis. 124, 134 N. W. 330, held a legislative enactment somewhat similar to the 1945 Water Appropriation Act of Kansas void. The statute placed all water power of the state under the supervision of a commission which ultimately placed it in the state or municipality. Failure to provide for the acquisition of the rights of the riparian owner and compelling him to submit to the provisions of the Act were said to be invalid because it was a taking of private property without compensation and due process of law. In the opinion the court said:

". . . But such incorporeal riparian rights are not, as against the riparian owner, subject or subordinate to any salable or demisable right of the state, or to any claim of the state for compensation therefor, or to any grant of the state to a third person for the purpose of manufacturing or of using or selling water power. They may be taken for the latter uses when such uses are public, but only upon compensation. . . ." (p. 145.)

Further in the opinion it was said:

". . . If the legislature could, by mere fiat, make any use of property a public use, all private property could in this way be subjected to these drastic regulations justified by a public use. . . ." (p. 148.)

It is generally recognized that a *riparian right* to water in a stream is *property* which cannot be taken except for the public use and

upon the payment of just compensation. A statute declaring waters flowing in a natural channel public and subject to appropriation, so far as they are not being applied to a useful or beneficial purpose, or reasonably needed for such purpose, unconstitutionally deprives riparian owners of their property without due process of law. (See anno. 58 A. L. R. 264, and cases accumulated.)

The Supreme Court of South Dakota recognized the difference between "regulation" and "confiscation" in *Ditch Co. v. Ditch Co.*, 32 S. D. 260, 143 N. W. 124. It said:

". . . The right to use such waters cannot be thus confiscated or interfered with by the state or the public and placed in the custody and control of a state engineer any more than could the land itself upon which such water happened to be. . . ." (p. 267.)

Further in the opinion the court said a riparian right to use such waters of a flowing stream cannot be lost by disuse.

When the New York Court of Appeals in *Forbell v. City of New York*, 164 N. Y. 522, 58 N. E. 644, was confronted with subterranean waters similar to those of the Equus Beds, it recognized that the water supply of a great city was of much greater importance than the celery and water cresses of which the plaintiff's land was so productive before the defendant city encroached upon his water supply. But the court held the defendant could employ the right of eminent domain and thus provide its people with water without injustice to the plaintiff.

The Supreme Court of Michigan in *Schenk v. City of Ann Arbor*, 196 Mich. 75, 163 N. W. 109, said it was imperative that the people of the city have water, but that it was not imperative that they secure it at the expense of those owning lands adjoining lands owned by the city.

In 1917 the legislature gave recognition to the common law in Kansas and declared "*underground waters for all purposes to become appurtenant to the lands under which they flow.*" (Emphasis added.) (L. 1917, Ch. 172, § 6[*d*].) This legislation had the effect of settling the *vested property* rights of landowners in the Equus Beds to the water underlying their land. The foregoing provision, appearing as G. S. 1935, 24-903(*d*), was on the statute books until the enactment of the 1945 Water Appropriation Act, when the revisor of statutes noted that it was transferred to G. S. 1949, 82a-707. Nowhere in the statutes of Kansas is such provision repealed, except by implication in the 1945 Water Appropriation

Act. A headnote following the title to the Act itself (L. 1945, Ch. 390) merely says G. S. 1935, 24-903, is amended.

It is respectfully submitted the 1945 Water Appropriation Act is unconstitutional and void. It is in contravention of the United States Constitution which forbids a state to deprive any person of life, liberty or property without due process of law, and to the substantial equivalent of the latter contained in the Kansas Constitution. The water underlying the plaintiff's land is appurtenant to the land, and the plaintiff's right thereto under Kansas law is a *common law vested property right* which the state has appropriated without giving compensation to the owner. Arbitrary power and the rule of the Constitution cannot both exist. (*Jones v. Securities Commission*, 298 U. S. 1, 24, 80 L. Ed. 1015, 56 S. Ct. 654.)

Any cause of action which accrued to the plaintiff for the taking of his property accrued on the date of the taking in 1945 when the enactment became law (*Hubbard v. Power Co.*, 89 Kan. 446, 131 Pac. 1182), and the attempt of the legislature to provide a cause of action against unknown parties at some future date is wholly inadequate (*Murrison v. Fenstermacher*, 166 Kan. 568, 203 P. 2d 160). *A fortiori*, a new cause of action which did not exist at the common law would be inadequate and ineffectual as a substitute for compensation.

My dissent in this case is directed solely to the issue upon which the court decided the case—the constitutionality of the 1945 Water Appropriation Act on the *federal issue* of due process.

The plaintiff in the lower court sought an injunction upon the theory that the ground water in the Equus Beds constituted an underground stream. He relied upon *Wallace v. City of Winfield*, 96 Kan. 35, 149 Pac. 693; and *City of Emporia v. Soden*, 25 Kan. 588, for the propositions that (1) injunction is a proper remedy when damages are continuous and would entail frequent and almost continuous litigation, and (2) that the diversion of water by a city for the purpose of selling it is not a riparian use and is not authorized.

Although the plaintiff prevailed in the lower court by a general finding of the trial court in his favor, the evidence presented by the record does not support a finding that the waters of the Equus Beds constitute an underground stream. Instead, the evidence establishes the underground water to be percolating. There is no evidence to the contrary. For this reason the plaintiff on the record here presented is not entitled to injunctive relief. The common

law relative to percolating ground water permits the city of Wichita at its own pleasure to pump the water from the ten well sites in question upon land under which the city has purchased the water rights. (*City of Emporia v. Soden*, supra, Syl. ¶ 3.)

As to percolating ground water the plaintiff made no attempt in the trial court to proceed on the theory that the common law of Kansas may have been modified by the "reasonable use" doctrine which had heretofore been applied to surface streams. (*Clark v. Allaman*, 71 Kan. 206, 80 Pac. 571.)

In result, I agree the judgment of the trial court must be reversed on the record here presented.

No. 42,270

ROY BORGEN and MARY BORGEN, *Appellees*, v. BILLY WIGLESWORTH and MERLE MCCLURE, as individuals and BILLY WIGLESWORTH, BURTON H. LEE and WILLIAM F. BOSWELL as Partners Doing Business under the Name of Wash-O-Matic, *Appellants*.

SYLLABUS BY THE COURT

TRIAL—*Pretrial Order on Question of Law—Not Final Order.* A pretrial order on a question of law, submitted on stipulations, denying the defense of *res judicata*, is not a final order within the meaning of G. S. 1949, 60-3302 and 60-3303, where it does not in effect determine the action and prevent a judgment, and prior to the entry of a final order in the action such pretrial order is not appealable.

Appeal from Douglas district court; FRANK R. GRAY, judge. Opinion filed November 3, 1962. Appeal dismissed.

John J. Riling and *Eugene C. Riling*, both of Lawrence, were on the brief for the appellants.

Geo. K. Melvin, of Lawrence, was on the brief for the appellees.

The opinion of the court was delivered by

SCHROEDER, J.: This is an action seeking to enjoin the assignment and subletting of a written lease. Appeal has been duly perfected from the trial court's ruling on a question of law submitted at a pretrial conference upon stipulations, wherein the trial court ruled that the determination of two former actions concerning these parties did not permit the defense of *res judicata* in the instant action.

The controlling question is whether an appeal can be perfected

from the above order prior to the entry of a final order in the case.

This appeal is a companion to the appeal in Case No. 42,366, *Borgen v. Wiglesworth*, 190 Kan. ___, ___ P. 2d ___, this day decided, to which reference is made for the facts giving rise to this appeal. (See finding No. 11 and conclusion No. 1 in the trial court's quoted memorandum opinion.)

Here a ruling of law on the question of *res judicata* was requested and was made by the trial court prior to the trial of the case. The appellants came to this court with an appeal therefrom prior to the trial of the case, and no further appeal from such ruling has ever been perfected. After such ruling on the question of *res judicata*, the trial court set the case for trial. After trial appeal was perfected from the final decision by the appellees herein in Case No. 42,366, *supra*. A cross appeal could have been filed by the appellants herein in Case No. 42,366, *supra*, on the docket of this court, after the conclusion of the entire case in the lower court, but counsel apparently did not see fit to do so.

The order from which appeal has been perfected in the instant case was not one which in effect determined the action and prevented a judgment. It was not a final order as defined by G. S. 1949, 60-3303, and from which, under the preceding section of the appeal statute, an appeal may be taken.

Accordingly, we hold there is no valid appeal from the preliminary ruling of the trial court on the question of law submitted, and this appeal must be dismissed. (*Borgen v. Wiglesworth*, 185 Kan. 108, 340 P. 2d 365.) Similar decisions in analogous situations may be found in *Hoffman v. Dautel*, 190 Kan. 131, 373 P. 2d 191, and cases cited therein.

The appeal is dismissed.

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IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1963

No. 132

DON WILLIAMS, *Appellant,*

v.

THE CITY OF WICHITA, KANSAS, *Appellee.*

APPEAL FROM THE SUPREME COURT OF THE STATE OF KANSAS

MOTION TO DISMISS

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IN THE

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1963

No. 132

DON WILLIAMS, *Appellant,*

v.

THE CITY OF WICHITA, KANSAS, *Appellee.*

APPEAL FROM THE SUPREME COURT OF THE STATE OF KANSAS

MOTION TO DISMISS

Appellee, the City of Wichita, Kansas, pursuant to Rule 16 of the Revised Rules of this Court moves that the appeal herein be dismissed upon the ground that the appeal presents no substantial Federal question.

Questions Presented

1. Whether a state statute, enacted to prevent the exploitation or waste of water, denies a property owner due process and equal protection of the law under the Fourteenth Amendment to the United States Constitution when it establishes a procedure for the determination of rights and the payment of any compensation lawfully due?

2. Where the City of Wichita has a permit under this statute to appropriate underground water is a property owner entitled to an injunction ordering the City to abandon its statutory permit and to proceed by contract and condemnation?

Statute Involved

The Statute involved is entitled: "An act to conserve, protect, control and regulate the use, development, diversion and appropriation of water for beneficial and public purposes and to prevent waste and unreasonable use of water." This Statute is quoted in part in the Appendix to the Jurisdictional Statement. Particularly pertinent is § 82a-716 which provides in part:

> "If any appropriation, or the construction and operation of authorized diversion works, results in an injury to any common law claimant, such person shall be entitled to due compensation in a suitable action at law against the appropriator for damages proved for any property taken."

Statement

This is an appeal from a decision by the Supreme Court of Kansas[1] denying an injunction to prevent the City of Wichita from drilling and pumping water wells as authorized by the Kansas Water Appropriation Act. The statute, as its above quoted title indicates, creates a regulatory scheme to protect and preserve water resources in Kansas.

In *Baumann* v. *Smrka*, 145 F. Supp. 617, aff'd. 352 U.S. 862, it was held that this Act does not violate the Fourteenth Amendment.

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[1] *Williams* v. *Wichita*, 190 Kan. 317, 374 P.2d 578.

a. *The Background of the Water Appropriation Act*

The Kansas Water Appropriation Act was enacted in 1945. Prior to 1945, water rights in Kansas were governed by the common law. Percolating ground water was deemed to belong to the owner of the land in which it was found. A surface owner could take from beneath his soil any amount of water which he desired without regard to his neighbor, absent malice.

The unsuitability of such a rule to modern day conditions involving increased water needs and the harmful effects the unmodified common law would produce to the economy of the state became evident and in 1944 a state legislative committee was appointed to formulate a statute to provide for control of wastage of water, reasonable use of water, and remedies for any inequities to individuals caused by the new statutory controls. The Committee Report entitled "The Appropriation of Water for Beneficial Purposes" became the basis for enactment of the 1945 Water Appropriation Act, Kansas General Statutes 1949, § 82a-701 et seq.[2] The Act was premised on the policy that such water within the state of Kansas is dedicated to the people of the state, subject to the control and regulation of the state in the manner provided.

b. *Pre-1945 Vested Rights*

Under the statute any person who has been using water within three years prior to the 1945 Act is granted a right to continue such use. This right as statutorily defined is denominated a "vested right." G.S. § 82a-701(d). The extent of pre-1945 usage is a question of fact, the determination of which is made an administrative function of the

[2] Certain sections of the Act are set forth in the Jurisdictional Statement, pages 1a through 12a. References to the Kansas General Statutes, 1949, are indicated by "G.S."

Chief Engineer of the Division of Water Resources (G.S. § 82a-704), with a right of appeal to the State District Court, which adjudication expressly supersedes the administrative determination. G.S. § 82a-719. This statute also provides express protection for a domestic use including the irrigation of lands not exceeding a total of one acre. G.S. § 82a-701(c). Such domestic use to that extent is exempt from the requirement of obtaining an Appropriation Permit. G.S. § 82a-705.

c. *Permits for New Users after 1945*

All persons other than domestic users and those possessing the vested rights just described, who desire to utilize the natural water sources must apply for and obtain an Appropriation Permit. G.S. § 82a-711. If (a) the application contemplates the utilization of water for beneficial purposes within reasonable limitation; (b) the proposed use does not conflict with an existing use; and (c) the proposed use does not prejudicially affect the public interest, it is the *duty* of the Chief Engineer to approve the application and grant the Appropriation Permit. G.S. § 82a-711. An appeal to the State District Court is also provided from this action of the Chief Engineer as in the case of pre-1945 usage. G.S. § 82a-708(a).

d. *The Wichita Permit*

In 1952 the City of Wichita pursuant to the statute filed an application with the Chief Engineer of the Division of Water Resources for a Permit to drill and pump ten (10) wells here in question which are located upon tracts of land owned by the City. The Chief Engineer in due course granted an Appropriation Permit to the City.

The so-called Equus Beds, more correctly described as

pleistocene deposits, underlie portions of four Kansas counties, an area of approximately 2,340 square miles. These beds are an underground water reservoir composed of extremely permeable sand, gravel, clay and silt with a storage co-efficient of twenty per cent, that is, a cubic foot of material contains one-fifth cubic foot of water. The waters are percolating and hence migratory and fugitive.

The City of Wichita started pumping water from these Equus Beds in 1940, and there are now a total of 138 wells in the area of which 55 belong to the City of Wichita, 18 to other municipalities and 65 to various irrigators.

e. *Basis of the Appellant's Claim*

The Appellant owns an 80-acre tract of land about one and one half miles distant from the closest city well. His claim is not based upon the procedures or the remedies set forth in the statute. Appellant has not applied for a determination of his pre-1945 rights as provided under the statute. He claims that since his uses of water were by natural use through absorption by roots of plants rather than artificial uses through irrigation that he has no water right uses which are protected by the Act. He seeks to enjoin the City from drilling and pumping the water supply wells pursuant to its Permit, contending that the Water Appropriation Act is an unreasonable exercise of the State's police power and unconstitutional under the due process and equal protection clauses of the Fourteenth Amendment. Appellant contends that the City cannot appropriate water underlying the lands of others without obtaining the right to use and extract such water by contract or condemnation and seeks an injunction ordering the City to proceed by contract and condemnation rather than under the Statute.

The Supreme Court of Kansas in its comprehensive opinion (*Williams* v. *Wichita*, 190 Kan. 317, 374 P. 2d 578 (1962)) reviewed the common law and statutory law as to rights in Kansas in subsurface percolating waters and held that the Act did not violate the Fourteenth Amendment to the United States Constitution or any provision of the Constitution of Kansas and denied the injunction.

ARGUMENT

No Substantial Federal Question Is Presented by This Appeal

1. *The Kansas Water Appropriation Act Is A Proper Exercise Of The State's Police Power*

It has long been established that regulatory measures to protect water resources such as the Water Appropriation Act of Kansas are a proper and reasonable exercise of the police powers of the states. *O'Neil* v. *Northern Colorado Irrigation Co.*, 242 U.S. 20 (Colorado statute); *Dority* v. *State of New Mexico, ex rel John H. Bliss*, 55 N.M., 12, 225 P 2d 1007, Appeal dismissed, 341 U.S. 924 (New Mexico statute); *California-Oregon P. Co.* v. *Beaver Port. C. Co.*, 295 U.S. 142 (Oregon statute).

The principle that this Court will not substitute its judgment for that of the legislature on such a regulatory matter where, as here, such state action is reasonable and essential to protect the public interest, has been reaffirmed on numerous occasions. *Olsen* v. *Nebraska*, 313 U.S. 236; *Carolene Products Co.* v. *United States*, 323 U.S. 18; *Sage Stores Co.* v. *Kansas*, 323 U.S. 32; *Lincoln Fed. L. U.* v. *Northwestern*, 335 U.S. 525; *Breard* v. *Alexandria*, 341 U.S. 622; *Williamson* v. *Lee Optical*, 348 U.S. 483; *Ferguson* v. *Skrupa*, 372 U.S. 726.

Only recently with respect to the reasonableness of leg-

islative action this Court held in *Goldblatt* v. *Town of Hempstead*, 369 U.S. 590, 594:

> "The term 'police power' connotes the time-tested conceptional limit of public encroachment upon private interest. Except for the substitution of the familiar standard of 'reasonableness,' this Court has generally refrained from announcing any specific criteria."

In *Salisbury* v. *Maryland*, 346 U.S. 545, this Court held that the presumption of reasonableness applies to state statutes and the burden of proving unreasonableness is upon one who attacks such a statute. Here the water problems of Kansas obviously required state regulatory action and the Appellant has failed in his attempt to prove that the statutory scheme which Kansas has enacted is unreasonable in any respect. This Court held in *Carolene Products Co.* v. *United States, supra,* that an exercise of police power will be upheld if any state of facts either known or which could be reasonably assumed affords support for it, and the admitted facts amply support the exercise of the police power of Kansas for the purposes set forth in the statute here involved.

As indicated by the Supreme Court of Kansas in this case, *Williams* v. *Wichita*, 190 Kan. 317, 326, 374 P. 2d 578, 585, Kansas prior to 1945, was governed almost entirely by the common law with respect to water rights. The English or common law rule that percolating ground water "belongs" to the owner of the land in which it is found applied. As a result of the unsuitability of the common law doctrine with respect to present day necessities concerning the rights to and uses of water, and in particular with respect to percolating water, Kansas, like other states, has adopted legislation with respect to sub-surface

waters.[3] The state, under its police power, has ample authority to enact a change in the common law when the public interest so requires. *O'Neil* v. *Northern Colorado Irrigation Co., supra; United States* v. *Gerlach Live Stock Co.*, 339 U.S. 725. The right to change the common law was also preserved by early legislation in Kansas. G.S. §77-109, first effective October 31, 1868.

Not only adjoining landowners, but the public at large, have an interest in the preservation of natural resources such as oil, gas, subterranean water and timber, sufficient to justify appropriate legislation to prevent exploitation or waste thereof by the owners of land on which they are found. *Ohio Oil Co.* v. *Indiana*, 177 U.S. 190; *Lindsley* v. *Natural Carbonic Gas Co.*, 220 U.S. 61; *Walls* v. *Midland Carbon Co.*, 254 U.S. 300; *Bandini Petroleum Co.* v. *Superior Court*, 284 U.S. 8 More specifically, statutes limiting or controlling the exploitation or waste of natural resources have been upheld as against the constitutional objection that they transcend the police powers of the states. *Walls* v. *Midland Carbon Co., supra.* Such statutes have been sustained as against the objection that they constitute a taking of property without due process of law. *Ohio Oil Co.* v. *Indiana, supra; Lindsley* v. *Natural Carbonic Gas Co., supra; Walls* v. *Midland Carbon Co., supra; Bandini Petroleum Co.* v. *Superior Court, supra.* And such statutes have been upheld as against the contention that they deny equal protection of the laws. *Lindsley* v. *Natural Carbonic Gas Co., supra; Walls* v. *Midland Carbon Co., supra.*

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[3] Seventeen western states have enacted laws embracing the appropriation doctrine. See 1 Kinney (2d Ed.), *Irrigation and Water Rights*, § 587, pp. 1009-1011. Twelve of those states now have statutes applying the appropriation doctrine to percolating ground waters. See Hutchison, *Ground Water Legislation*, 30 Rocky Mt. L.Rev. 416.

The enactment of the Kansas Water Appropriation Act is directly related to the protection of the public health, safety and welfare. The decisions of this Court have so frequently and so clearly sustained this statutory exercise of the police power as to render insubstantial the claims of Appellant herein.

2. *The Fourteenth Amendment Is Not Violated By Provision Of The Law Of Kansas Relative To Rights In Percolating Waters*

Prior to 1945, under the common law rule in Kansas, a landowner could take from beneath his soil any amount of water which he desired without regard to his neighbor absent malice. He had the right to use as much of the water beneath his land as he could reduce to possession and his neighbor possessed the same right. He did not have a right to restrain his neighbors in any way and they did not have the right to restrain him. It might therefore be said that neither the Appellant nor his neighbors had any absolute water rights.

The unsuitability of this rule to modern conditions resulted in an exercise of the police power of the state of Kansas and the adoption of the Water Appropriation Act. Under the Act, the beneficial use which the property owner makes or has the right to make of the percolating water is the important phase of his water rights. As stated by the Kansas Supreme Court in this case:

> "Hence, it may be said that the appropriation doctrine and the rule of priority of right were intended to apply only to such water as was not being beneficially used as of the time of the passage of the act; i.e., to our undeveloped and consequently unused water resources."

(*Williams* v. *Wichita,* 190 Kan. 317, 334, 374 P. 2d 578, 591).

Under the statute, any person who had been using water within three years prior to 1945, was granted a right to continue such use as a "vested right". The Chief Engineer was charged with the responsibility of making an order determining the rights of persons making beneficial use of water on or before June 28, 1945, and the extent of their use. G.S. § 829-704. Any water user who deems himself aggrieved by such order is granted an appeal to the State District Court. Appellant in no way attempted to assert such a right. He ignores the statute and urges that the City be enjoined from proceeding except by contract or condemnation.

It should also be noted that the Act itself is not the *source* of vested rights and the extent of pre-1945 usage is a *question of fact,* the determination of which is made an administrative function of the Chief Engineer of the Division of Water Resources His powers and duties in such respect are specifically provided. G.S. § 82a-704. His administrative determination is final unless the right of appeal to the State District Court is exercised. G.S. § 82a-704. Other protections and priorities are also established. G.S. § 82a-717a, 82a-719, 82a-701, 82a-705, 82a-707(b).

Under the Act all persons other than domestic users (not applicable to Appellant) and those possessing vested rights who desire to utilize natural water sources must apply for and obtain an Appropriation Permit from the Chief Engineer. G.S. § 82a-711. This is the part of the Act under which the City of Wichita proceeded herein. The statute provides that if, (a) the application for the Appropriation Permit contemplates the utilization of water

for beneficial purposes within reasonable limitations; (b) the proposed use does not conflict with an existing use; and (c) the proposed use does not prejudicially affect the public interest, it is the *duty* of the Chief Engineer to approve the application and grant the permit. G.S. § 82a-711. It is also provided that if the Chief Engineer improperly or erroneously refuses the permit, the rejected applicant may have his day in court by appeal to the State District Court (G.S. § 82a-708(a)), and the adjudication of that tribunal is binding on the Chief Engineer and all water users. G.S. § 82a-719. The statutory scheme is thus comprehensive and reasonable in all respects in seeking to protect all who are affected.

Under the Kansas common law, Appellant's use of water was subject to being diminished with impunity by any neighbor pumping water from beneath his own land and reducing the water table under Appellant's land. Indeed, the Water Appropriation Act gives the Appellant a right to commence an action for damages, which he did not possess prior to 1945. G.S. §§ 82a-716, 82a-721(a).

The Appellant's contention that the Water Appropriation Act violates the Due Process Clause and the Equal Protection Clause of the Fourteenth Amendment of the United States Constitution is therefore without substance. As stated by the Supreme Court of Kansas in this case (*Williams* v. *City of Wichita*, 190 Kan. 317, 340, 374 P.2d 578, 595):

> "The Act, regulatory in purpose and nature, requires that water users make application and furnish information to the chief engineer of the Division of Water Resources, concerning the proposed use (§ 82a-709). Such a requirement is not a confiscation of water rights by legislative fiat. Rather, it is a proper and reasonable exercise of the police power of the state in con-

> trolling water use for the purpose of preventing waste and to conserve a valuable natural resource."

The Court went on to state that:

> "If he (Appellant) thinks he has been damaged by the pumping of the ten water supply wells in question, the Act gives him a right to commence a suit for such damage (§ 82a-716, 721(a))." *Williams* v. *City of Wichita,* 190 Kan. 317, 341, 374 P.2d 578, 595.

The determination by the Supreme Court of Kansas of the proper interpretation and application of a Kansas statute and the facts on which it founded its judgment are controlling in this Court in reviewing such judgment. *General Trading Company* v. *State Tax Commission,* 322 U.S. 335; *Fox River Paper Co.* v. *R.R. Commission of Wisconsin,* 274 U.S. 651; *Scripto* v. *Carson,* 362 U.S. 207.

The Appellant has clearly defined rights and adequate remedies under the Water Appropriation Act, but he failed to avail himself of them. Such failure to exhaust prescribed procedures and remedies makes this appeal insubstantial and is grounds for dismissal. *Burrill* v. *Locomobile Co.,* 258 U.S. 34. As Mr. Justice Cordozo said in *Utley* v. *St. Petersburg,* 292 U.S. 106, 109, when an administrative remedy has been given by a state statute and ignored by the objector, this Court will not undertake to review a decision by a state court adverse to the objector, citing *Milheim* v. *Moffat Tunnel Improv. Dist.,* 262 U.S. 710, *Farncomb* v. *Denver,* 252 U.S. 7, *Porter* v. *Investors Syndicate,* 286 U.S. 461.

Furthermore, in *Baumann* v. *Smrka,* 145 F.Supp. 617, affirmed 352 U.S. 863, the Court was concerned with the same Equus Beds and the same city water wells under the Kansas Water Appropriation Act as it existed prior to the

1957 Amendments.[4] The Court held that the Act in question does not violate the Fourteenth Amendment to the United States Constitution and that the state had the power to depart from the common law doctrine of reparian rights and establish the doctrine of appropriation and application to beneficial use. The Court declared at page 625 that:

> "There is no vested right in the decisions of a court and a change of decision does not deprive one of equal protection of the laws or property without due process of law.
>
> "Even though prior decisions of a state court have established a rule of property, a departure therefrom in a subsequent decision does not, without more, constitute a deprivation of property without due process of law under the Fourteenth Amendment.
>
> "The Fourteenth Amendment in guaranteeing equal protection of the laws does not insure uniformity of judicial decisions or immunity from judicial error. Likewise, it is well settled that a legislature may change the principle of the common law and abrogate decisions made thereunder when in the opinion of the legislature it is necessary in the public welfare.
>
> "Adequate water supply is a necessity. In the arid and semi-arid regions of the West it is imperative that all available water be utilized beneficially and without waste. The accomplishments of those ends is well within the competency of the legislature.
>
> "Plaintiffs have not seen fit to invoke the remedies afforded them by the Act. Those remedies are ade-

[4] The Amendments were primarily procedural and do not affect the substance of the Act. Compare the Act as summarized at 145 F. Supp. 621-623 with the present Act at Jurisdictional Statement, pages 1a through 12a.

quate, we think, to afford protection to any vested rights of the plaintiffs."

The decision in the *Baumann* case, affirmed by this Court, clearly applies in the instant case. We submit that the same facts and issues in the *Baumann* case constitute a prior controlling decision which is in accord with the decision of the Supreme Court of Kansas. No substantial Federal question forming a basis for review by this Court of the decision of the Kansas Supreme Court is presented by the contention of invasion of constitutional right, where the question raised has already been settled by previous decisions of this Court. *O'Neil* v. *Northern Colorado Irrigation Co., supra; California Oregon P. Co.* v. *Beaver Port. C. Co., supra; Dority* v. *Bliss, supra;* and *Utley* v. *St. Petersburg, supra.* Where a Federal question has been so explicitly foreclosed by prior decisions, it affords no basis for a writ of error from this Court to a state court. *Leonard* v. *Vicksburg, S. & P. R. Co.*, 198 U.S. 416.

It is also to be noted that the waters involved in this case were clearly established by the record to be percolating ground waters. The Supreme Court of Kansas held that the record would not support any contrary finding.[5] The law of Kansas with respect to water would

[5] 190 Kan. 317, 325; 374 P.2d 578, 585: Appellant attempts at pages 6 and 7 of the Jurisdictional Statement to characterize this water deposit as an underground stream despite the clear holding of the Supreme Court of Kansas. In so doing, Appellant, as part of his Statement, refers to Stramel, *Progress Report on the Ground Water Hydrology of the Equus Beds Area*, Kansas Bulletin 119, Part 1, State Geological Survey of Kansas, Univ. of Kansas Publications, (1956), hereinafter referred to as "Bulletin," as being a part of the record. Contrary to Appellant's statement, this Bulletin was *not* introduced into the trial record. R. 36. It was neither designated by appellant as a part of the record to be certified nor was it so certified by the Clerk of the Supreme Court of Kansas and

always have permitted the City to pump all the water it desired without being subject to an injunction. *City of Emporia* v. *Soden*, 25 Kan. 588, 37 Am. Rep. 265. In this respect, the Kansas law would remain unchanged (*Williams* v. *City of Wichita, supra,* at 331) and no injunction could issue here even if the Act were stricken as unconstitutional.

Conclusion

For the foregoing reasons, this appeal should be dismissed as no substantial Federal question is presented.

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August 1963.

therefore, should not be considered by this Court as a part of the record. It is the testimony of the author of this Bulletin which clearly establishes the deposit as percolating ground water. R. 44.

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IN THE

Supreme Court of the United States

OCTOBER TERM, 1963

No. 132

DON WILLIAMS, *Appellant,*

v.

THE CITY OF WICHITA, KANSAS, *Appellee.*

Appeal from the Supreme Court of the State of Kansas

APPELLANT'S REPLY TO MOTION TO DISMISS

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Supreme Court of the United States

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No. 132

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APPELLANT'S REPLY TO MOTION TO DISMISS

By its failure to acknowledge, much less discuss, the two federal constitutional questions presented in the Jurisdictional Statement, the Motion to Dismiss in effect recognizes the substantiality and the unprecedented nature of those questions. On the other hand, the questions which Appellee says are insubstantial are those which are framed for the first time by the Appellee itself in the Motion to Dismiss, pp. 1-2, ques-

tions which differ materially from the two set forth in the Jurisdictional Statement. A mere comparison of the two sets of questions demonstrates that Appellee is talking about an entirely different case than that submitted to this Court in the Jurisdictional Statement:

Questions presented in Jurisdictional Statement:	Questions presented in Motion to Dismiss:
1. Whether the Water Appropriation Act of Kansas, construed and applied so as to deny just compensation to a landowner whose common law right to use underground water to irrigate his crops has been destroyed, is consistent with the Due Process Clause of the Fourteenth Amendment to the United States Constitution.	1. Whether a state statute, enacted to prevent the exploitation or waste of water, denies a property owner due process and equal protection of the law under the Fourteenth Amendment to the United States Constitution when it establishes a procedure for the determination of rights and the payment of any compensation lawfully due?
2. Whether the Water Appropriation Act of Kansas, construed and applied so as to create a classification for just compensation purposes that discriminates against and denies compensation to a landowner who uses natural rather than artificial irrigation methods, is consistent with the Equal Protection Clause of the Fourteenth Amendment to the United States Constitution.	2. Where the City of Wichita has a permit under this statute to appropriate underground water is a property owner entitled to an injunction ordering the City to abandon its statutory permit and to proceed by contract and condemnation?

Even if the questions asked by the Appellee were to be answered in the negative, the questions presented in the Jurisdictional Statement remain both substantial and unanswered. The Motion to Dismiss is therefore misdirected and should be denied or ignored. See *Alton R. Co.* v. *Illinois Commission,* 305 U.S. 548, 550; *Milheim* v. *Moffat Tunnel District,* 262 U.S. 710, 716-717.

However, there are certain matters discussed in the Motion to Dismiss which warrant a brief reply because of their misleading nature:

1. The Alleged Failure to Exhaust Certain Procedures Under the Water Appropriation Act Was Not a Basis of the Decision Below and Hence Cannot Defeat This Court's Jurisdiction or Render This Appeal Insubstantial

The claim is made in the Motion to Dismiss, p. 12, that Appellant's failure to exhaust prescribed procedures and remedies under the Water Appropriation Act "makes this appeal insubstantial and is grounds for dismissal."

The short and complete answer is that the Kansas Supreme Court explicitly based its decision upon a determination of federal constitutional issues and made no effort to rest its judgment on any failure to exhaust administrative or judicial procedures under the Act. The Kansas court said in plain language that "the constitutionality of the Act is actually the single decisive issue of the case." 190 Kan. at 319. See also that court's own syllabus at p. 317.[1]

As this Court said in *Rogers* v. *Hennepin County*, 240 U.S. 184, 188-189, in words fully applicable to the instant appeal, "It is well settled that where the state court does not decide against the . . . [Appellant] upon an independent state ground [such as the failure to exhaust some other state remedy], but, deeming the Federal question to be before it, actually entertains it and decides it adversely to the Federal right asserted, this Court has jurisdiction to review the judgment,

[1] Under Kansas law, the syllabus is written by the Justice delivering the opinion and "shall be confined to points of law arising from the facts in the case that have been determined by the court." Kan. Gen. Stat. 1949, § 60-3329.

assuming it to be a final judgment, as it is here." See also *Steele* v. *Louisville & N. R. Co.*, 323 U.S. 192, 197, n. 1; *Indiana ex rel. Anderson* v. *Brand*, 303 U.S. 95, 98; *International Steel Co.* v. *National Surety Co.*, 297 U.S. 657, 666; *Grayson* v. *Harris*, 267 U.S. 352, 358.

Indeed, the decision that was rendered on the basis of the federal constitutional matters, a decision that denied the existence of any vested property right of the Appellant, was so sweeping in scope as to render fruitless any suggestion that some form of relief under the Act might now be available to assert and protect that property right.[2]

2. This Court's Affirmance of the Baumann Case, 352 U.S. 863, Did Not Involve Any Ruling on the Federal Constitutional Issues Emerging from the Interpretation of the Water Appropriation Act Made by the Kansas Supreme Court

The suggestion is advanced in the Motion to Dismiss, p. 14, that no substantial federal question is presented "by the contention of invasion of constitutional right, where the question raised has already been settled by previous decisions of this Court." Reference is made in this respect to *Baumann* v. *Smrha*, 352 U.S. 863, where this Court summarily affirmed the judgment of a three-judge federal district court, 145 F. Supp. 617 (D.C. Kan.).

The federal district court in *Baumann*, however, had done no more than *assume* that the Kansas Water

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[2] Thus the Kansas court, in the course of passing upon the federal constitutional issues, authoritatively eliminated from the statutory definition of "vested rights" any form of beneficial use of underground water by natural (as distinguished from artificial) processes. 190 Kan. at 334-335. Such an interpretation would, of course, be controlling in any future proceeding in Kansas under the Act.

Appropriation Act gave protection "to valid existing vested rights and to prior appropriations" (145 F. Supp. at 624) and that the Kansas courts, which had not yet spoken, would implement that protection.[3] The affirmance of that decision by this Court was premised upon motions to affirm which expressly emphasized this aspect of the lower court determination. The *Baumann* case can therefore be read as but a hopeful prediction that vested rights, such as those asserted by the Appellant, would receive adequate protection under the Act.

That prediction, however, has not been borne out. The Kansas Supreme Court has now made it clear for the first time that the beneficial use of underground water by natural processes is not a "vested right" within the meaning of the state statute and hence the destruction of such an interest creates no right to just compensation.

The federal constitutional issues that now emerge from this authoritative gloss upon the Act were not, and could not have been, involved in the *Baumann* litigation. Not until the Kansas Supreme Court spoke did it become clear that the natural beneficial use of underground water was not a vested and protectible property right under the statute; not until the decision below was rendered was it possible to say that the Act intended to create a discrimination as between the natural users and the artificial users of underground water. The federal constitutional implications of those

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[3] The federal district court made no effort to define "vested rights" under the Act or to determine if the beneficial users of underground water by natural processes possessed "vested rights." Such matters necessarily had to await the authoritative ruling of the Kansas Supreme Court in the instant case.

authoritative determinations were not possible to assess until the determinations were actually made. And since they had not been made when the *Baumann* case came before this Court, the affirmance can constitute no controlling precedent on the constitutional issues now at stake.

3. The Substantiality of the Questions Presented in the Jurisdictional Statement Is Not Diminished by the Fact That Kansas Has Police Power to Regulate and Protect Its Water Resources

The Motion to Dismiss seeks to create the impression that all that is involved here is the power of the State of Kansas to regulate and protect its water resources. If that were true, there would be no litigation between these parties. The police power possessed by the State of Kansas does indeed justify reasonable regulation of such a natural resource in order to protect the public interest.

But when that police power is exercised in such a way as to destroy prior existing property rights without recognizing any entitlement to just compensation[4] and to create an unreasonable discrimination in terms of compensable rights as between natural beneficial users of water and artificial beneficial users, the Due Process and Equal Protection Clauses of the Fourteenth Amendment come into operation. The police power of a state, while it is wide in scope, is necessarily subject to the rights protected by the Fourteenth Amendment. *Chicago, B. & Q. R. Co.* v. *Chicago,* 166 U.S. 226, 240-241.

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[4] The critical conclusion of the Kansas Supreme Court was that "The suggestion that he has such rights in ground water underlying his land as must be acquired by eminent domain is untenable." 190 Kan. at 341.

As noted in the Jurisdictional Statement, pp. 13-18, Appellant's common law property right in the natural beneficial use of underground water was well established long prior to the adoption of the Water Appropriation Act. That right had been confirmed by the Kansas courts, by the Kansas legislature,[5] and by the repeated representations made to this Court by the State of Kansas in the prolonged Kansas-Colorado litigation. Significantly, the Appellee makes no effort to deny the relevancy or the impact of those representations that under Kansas law the proprietor of underground water, including that which is merely percolating, had such a property right as would permit him to enjoin unreasonable drainage from adjoining lands for merchandising purposes. See Jurisdictional Statement, p. 16.

The relevant decisions of this Court certainly do not indicate the insubstantiality of the questions arising from a legislative-judicial destruction of such a property right without just compensation. Quite the contrary. This Court has insisted time and again that the constitutional price for the destruction of vested property rights is the payment of just compensation.

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[5] The majority opinion of the Kansas Supreme Court made no reference whatever to the 1917 statute recognizing property rights in underground waters "for all purposes." Justice Schroeder's dissent, however, spoke of this statute in the following terms (190 Kan. at 363):

"In 1917 the legislature gave recognition to the common law in Kansas and declared '*underground waters for all purposes to become appurtenant to the lands under which they flow.*' (Emphasis added.) (L. 1917, Ch. 172, 6[d]). This legislation had the effect of settling the *vested property* rights of landowners in the Equus Beds to the water underlying their land."

The just compensation principle, this Court has said, was designed

> . . . to bar Government from forcing some people alone to bear public burdens which, in all fairness and justice, should be borne by the public as a whole.

Armstrong v. *United States,* 364 U.S. 40, 49. And to quote again from *United States* v. *Gerlach Live Stock Co.,* 339 U.S. 725, 753, there is no constitutional reason "why those who get the waters should be spared from making whole those from whom they are taken. Public interest requires appropriation; it does not require expropriation."

The effort of the Kansas legislature, as interpreted by the Kansas court, to deny the constitutional right of just compensation to this Appellant thus raises problems of the highest constitutional significance. The fact that this denial took the form of legislation interpreted to destroy retroactively a vested property right and the resulting right to just compensation for destruction of the property interest only underscores the substantiality of the questions. "A right so vested cannot be defeated by subsequent legislation," said this Court in *Ettor* v. *City of Tacoma,* 228 U.S. 148, 156. Or, as stated in *Calder* v. *Bull,* 3 Dall. 386, 388, a legislature cannot under our Constitution "violate the right of an antecedent lawful private contract; or the right of private property."

CONCLUSION

For these reasons, the Motion to Dismiss should be denied or ignored and probable jurisdiction of this appeal noted.

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No. 132

DON WILLIAMS, *Appellant*,

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CITY OF WICHITA, KANSAS, *Appellee*.

Appeal from the Supreme Court of the State of Kansas

PETITION FOR REHEARING

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v.

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Appeal from the Supreme Court of the State of Kansas

PETITION FOR REHEARING

The Appellant herein respectfully applies for a rehearing of, and an order vacating, this Court's order of October 14, 1963, dismissing this appeal for want of a substantial federal question. As grounds therefor, Appellant states as follows:

The substantiality of the federal questions set forth in the Jurisdictional Statement has been made plain by the judicial history of this litigation. The Supreme

Court of Kansas expressly recognized that "the constitutionality of the Act is actually the single decisive issue of the case" (190 Kan. at 319) and then proceeded to discourse for 24 pages in disposing of the constitutional issues. Such a lengthy discussion is not the mark of insubstantiality.

This voluminous response to the issues by the court below was the culmination of a series of related cases, all of which recognized that the substantiality of the federal constitutional issues was so great as to warrant awaiting definitive resolution by the Supreme Court of Kansas and ultimately by this Court. The trial court itself, in the instant litigation, invalidated the Water Appropriation Act on the basis of the federal constitutional claims and thereby established the substantiality of those claims. And the earlier proceedings resulting in this Court's affirmance in *Baumann* v. *Smrha*, 352 U.S. 863, carefully eschewed any resolution of the federal constitutional issues because of their substantiality and the need for consideration of those issues in the first instance by the Supreme Court of Kansas. See also *Williams* v. *City of Wichita*, 230 F. 2d 959 (C.A. 10).

Thus the full bloom of the constitutional questions finally opened with the decision below. And so substantial were the issues there resolved and so controversial were the results reached that Justice Schroeder was compelled to begin his dissent with the following strong language (190 Kan. at 341):

> Not to be outdone by the legislature in the confiscation of private property, the Supreme Court of Kansas today upholds the constitutionality of the 1945 Water Appropriation Act (G. S. 1949, 82a-701, et seq.) *by decreeing an established prop-*

> *erty right* (one which even the legislature and the city of Wichita recognized) *to be nonexistent.* Kansas decisions declaring the right of the landowner to the underground water in his land to be a common law *vested property right* are inferentially *overruled, and, in effect, the new rule of law is given retroactive application to the time of origin of private land titles by patent from the U.S. Government*—prior to the time Kansas was admitted to statehood. If such *arbitrary* exercise of the *police power* of the state withstands the federal constitutional test of due process, the formula has been found, and the precedent is established, by which all private property within Kansas may be *communized* without cost to the state. [Emphasis in original.]

But the emphasis given in the opinion of the Supreme Court of Kansas (190 Kan. at 341) and in the Motion to Dismiss (p. 11) to Appellant's so-called "right to commence an action for damages" as recognized by the Water Appropriation Act may have created the mistaken impression that the federal constitutional issues decided below are either eliminated or rendered insubstantial.

If such a "right" can be said to exist, however, it is indeed an empty one in light of the definitive holding of the Supreme Court of Kansas that Appellant possesses no compensable property rights stemming from his natural usage of underground water. A damage action as referred to by the Act, Secs. 82a-716 and 82a-721a, relates to "damages proved for any property taken" and to "damage for any injury done to his land or to any water rights appurtenant thereto." Once it has been authoritatively determined, however, that no recognizable property right has been taken, a

damage action cannot be said to lie for any resulting injuries. If the City of Wichita was properly authorized, in light of the federal constitutional objections, to inflict the proven damages[1] upon this Appellant, an action seeking recovery of such damages becomes completely illusory.

Indeed, Appellant has already sought in vain to secure damages pursuant to Sec. 82a-721a. In his petition for rehearing below, pp. 17-18, Appellant asserted that, under established Kansas authorities,[2] the Supreme Court of Kansas at the very least should have remanded this case to the trial court for the award of proven damages. This request was premised on the well-recognized rule that sharp distinctions between equitable and legal actions are no longer recognized and that, even though Appellant was not entitled to an injunction on constitutional grounds, he was entitled to damages on statutory grounds. See *Cherokee Nation* v. *Southern Kansas R. Co.*, 135 U.S. 641. The summary denial of this petition for rehearing forcefully indicated that the Supreme Court of Kansas intended to foreclose any recovery of damages—despite the protestation in its opinion that a damage action is available.

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[1] The fact that there were damages to Appellant's land caused by the City of Wichita's diversion of underground water is uncontested. The trial court found that the total decrease in the value of Appellant's land was $200 per acre, quite apart from the decrease in the land's productivity. See Jurisdictional Statement, pp. 8-9.

[2] See *Provident Mut. Life Ins. Co.* v. *State Highway Comm.*, 155 Kan. 351, 355; *Hultz* v. *Taylor*, 163 Kan. 180, 181 P.2d 515; *McCrum* v. *Corby*, 11 Kan. 464; *Reed* v. *Bestleman*, 97 Kan. 633, 156 P. 718.

Such an action, moreover, is rendered wholly inadequate under the provision of Kansas law (G.S. 1961 Supp., § 12-105) that limits damages to those occurring within three months prior to the accrual thereof.[3] Since Appellant's damages, under that statutory limitation, accrued soon after the City of Wichita first began pumping operations in 1940, the efficacy of the damage action disappears through a combination of limitation periods and the policy against piece-meal and repetitious suits for damages. See *Wildin* v. *City of Hutcheson*, 177 Kan. 671, 282 P. 2d 377 (especially Syllabus 3); *Howell* v. *City of Hutcheson*, 177 Kan. 722, 282 P. 2d 373.

Nor is there any relief to be expected through any of the administrative procedures provided by the Act. Contrary to the contention advanced in the Motion to Dismiss (p. 12), those procedures have been exhausted. As long ago as May 18, 1954, the Chief Engineer of the Division of Water Resources of the Kansas State Board of Agriculture entered a final order—for purposes of the Water Appropriation Act—that this Appellant had no "vested right to the use of water for any beneficial purpose within the purview" of the Act. A copy of that order is reprinted in the Appendix hereto. That order has in effect been affirmed and approved by the Supreme Court of Kansas. And on the basis of that determination, the Chief Engineer has granted superior and exclusive usage rights to the City of Wichita relative to the artificial pumping of the underground water in question. Appellant is now

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[3] This statute was amended in 1957 to extend the three-month period to one year. But that amendment came too late to benefit the Appellant in any way; and it would in no event alter the present ineffectiveness of a damage action. See dissenting opinion below, 190 Kan. at 359-360.

effectively foreclosed from any right to utilize the underground water even by artificial means;[4] and the damages resulting from the destruction of his right to the natural usage of that water have been accorded no greater status than *damnum absque injuria*.

The result is that the critical constitutional issues arising from the Water Appropriation Act are ripe for decision now and only now. No other remedy exists which would render those issues premature for consideration at this time or which would justify labeling as insubstantial the effort to raise the issues in this litigation. Where federal constitutional issues of substance have been raised and resolved, the existence of other alternative remedies—particularly where those remedies were not held below to bar resolution of the constitutional issues—does not affect the substantiality of those issues. *Rogers* v. *Hennepin County*, 240 U.S. 184, 188-189. Indeed, in the court below (see 190 Kan. at 319), the City of Wichita made no claim relative to the exhaustion of other remedies; it expressly abandoned all issues other than those relating to the constitutionality of the Act. And the Supreme Court of Kansas itself confined its decision to the constitutional issues. The belated effort in the Motion to Dismiss to raise the exhaustion point cannot overcome the plain fact that the federal constitutional issues were both decisive and substantial.

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[4] Sec. 82a-717a of the Water Appropriation Act provides in pertinent part: "No common-law claimant without a vested right, or other person without a vested right, a prior appropriation right, or an earlier permit shall divert or threaten to divert water if such diversion or threatened diversion impairs or would impair any vested right, appropriation right, or right under a permit to appropriate water." See Jurisdictional Statement, App., p. 11a.

The issues themselves are of the greatest substance and importance. As the Jurisdictional Statement makes plain, no decision of this Court has ever held or intimated that a State may inflict a property loss upon a citizen without awarding him some form of just compensation. Certainly the police power of the State, upon which the Motion to Dismiss relies, has never been held to create an exception to the constitutional requirement of just compensation. The acknowledged losses suffered by this Appellant stand as mute refutation of any claim of insubstantiality. In our constitutional way of life, public interest may require appropriation by a State in order to conserve water resources, but it does not require or justify expropriation to the damage of the property owner. See *United States* v. *Gerlach Live Stock Co.*, 339 U.S. 725, 753.

The substantiality of the due process claims achieves unique prominence in this case by virtue of the repeated representations made to this Court by the State of Kansas that the precise property right asserted by this Appellant was recognized by Kansas and was entitled to effective protection. See Jurisdictional Statement, pp. 15-17. If the decision below is allowed to stand, the result is to jeopardize this Court's reliance on those representations, a reliance which led this Court in the Kansas-Colorado litigation to assume that the Kansas common law gave recognition to the type of property interest here asserted by Appellant. See *Colorado* v. *Kansas*, 320 U.S. 383, 399. That fact alone justifies plenary review.

To that fact must be added the express recognition given by the Kansas legislature to the property right here at stake, a recognition that was obliterated and

ignored by the Supreme Court of Kansas in this case. In 1917, as the Jurisdictional Statement notes (p. 17), the legislature declared "underground waters for all purposes to become appurtenant to the lands under which they flow." There can be no question—certainly none is raised by the opinion below or by the City of Wichita—but that this legislative recognition applies to the water of the Equus Beds, since such water concededly is "underground." And the statute makes no distinction between "percolating" or "flowing" underground water; it applies to *all* underground water of whatever kind, shape or description; and it recognizes a property interest in such water *for all purposes.*

More importantly, in declaring underground waters to be "appurtenant" to the lands, the 1917 statute codified the argument made earlier to this Court by the State of Kansas in the Kansas-Colorado litigation. The State had there told this Court that underground water, whatever its description, "belongs to to owner of the soil" and that "an adjoining landowner may not drain percolating water from the lands of his neighbors, make merchandise of the water, and sell it, and that equity will adjoin such drainage of adjoining lands." See Jurisdictional Statement, p. 16. The Legislature subsequently agreed with this description of rights in underground water, including that which is percolating, by providing that such water is "appurtenant" to the land "for all purposes" —thereby recognizing that it may not be lawfully drained off for merchandising purposes by an adjoining landowner. And it was in light of that statute and its background that the Supreme Court of Kansas,

in *State ex rel. Peterson* v. *Kansas State Board of Agriculture*, 158 Kan. 603, 611-612, 149 P. 2d 604, declared that the common law doctrines respecting ownership of underground water continue in effect in Kansas.

Unquestionably, the Legislature passed this statute for the purpose of establishing beyond dispute that underground water of all types belongs to the landowner to use as he sees fit, but only on or in connection with the land to which it is "appurtenant" and consistent with the rights of other landowners. It was designed to prevent and eliminate any judicial change or modification—whether by judicial decision or by judicial construction of other statutes—of the vested property rights to the use of such underground waters. If such property rights be injured or destroyed, the principles of just compensation come into operation.

The failure of the Supreme Court of Kansas to recognize this vested right and its effort to destroy that right retroactively have created federal constitutional issues of the highest moment. Unless the decision below is reviewed and reversed, our fifty States will be constitutionally free to utilize their police powers so as to destroy the use rights of any property owner and to give those rights to another without requiring any form of compensation or damages. Just compensation will have become a dead concept whenever a legislature or court determines to read out of existence long-recognized property rights. Such should not be permitted to happen, at least as long as this Court sits.

CONCLUSION

For the foregoing reasons, this petition for rehearing should be granted, the order of October 14, 1963, vacated, and probable jurisdiction of this appeal noted.

Respectfully submitted,

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November 8, 1963.

CERTIFICATE

I hereby certify that the foregoing petition for rehearing is presented in good faith and not for delay.

Counsel for Appellant

APPENDIX

Before R. V. SMRHA, Chief Engineer, Division of Water Resources, Kansas State Board of Agriculture

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In the Matter of the Claim of A. B. WILLIAMS and Others for the Determination of Vested Rights to the Beneficial use of water in Harvey County, Kansas.

Order

Now on the 18th day of May, 1954, the Chief Engineer has before him for consideration the claims of A. B. Williams, and others, as more particularly set forth in "Exhibit A" attached hereto showing the names and addresses of said claimants and the legal description of the respective real estate of each claimant; and also having before him for consideration the Alternative Writ of Mandamus in Case No. 39,358 in the Supreme Court of the State of Kansas, and pertinent pleadings filed therein; and also having before him the Order of Determination of vested rights for Harvey County, Kansas, as made and entered on the 15th day of September, 1953; and also having before him the information and data assembled by the survey conducted by him preliminary to the issuance of said September, 1953, Order, and being otherwise informed in the premises finds as follows:

1. That the determination of vested rights as made and entered on September 15, 1953, did not show that A. B. Williams, and the other claimants listed in the attached "Exhibit A", had any vested right to the use of water for any beneficial purpose within the purview of Chapter 390 of the Laws of Kansas, 1945 (G.S. 1949, 82a-701 to 82a-822, both inclusive).

2. That pursuant to the aforecited statute all water within the state has been dedicated to the use of the

people of the state subject to the control and regulation of the state; that the Chief Engineer has no jurisdiction or authority to determine that the claimant A. B. Williams, or any of the other claimants listed in the attached "Exhibit A" are the owners of any of the water under their respective lands, or that they and others own such water jointly.

3. That the Chief Engineer has no jurisdiction or authority to consider or determine the extent of any existing or claimed beneficial use for domestic purposes as a vested right.

4. The Statute provides that: "'vested right' means the right to continue the use of water having actually been applied . . .," and consideraing that subirrigation is not "actual application" under the Chief Engineer's administrative interpretation of the act and because the water so used is not susceptible of measurement as to quantity of water used and the rate of diversion thereof as contemplated by Section 4 of the act, therefore neither A. B. Williams nor any of the other claimants mentioned in "Exhibit A" attached hereto has made any actual application of water for beneficial use in the subirrigation of crops and other vegation upon their respective premises within the meaning of the words "having actually been applied," within the purview of the statutory definition of "vested right"; and that, therefore, said claimants do not have any vested right by reason of subirrigation.

5. That neither the claimant A. B. Williams, nor any of the persons listed on the attached "Exhibit A" otherwise have any vested right for any use other than domestic in any of the waters of the Equus Beds in Harvey County, Kansas.

IT IS THEREFORE THE CONCLUSION AND ORDER of the Chief Engineer of the Division of Water Resources of the Kansas State Board of Agriculture that the claimant A. B.

Williams, and each and all of the other claimants whose names appear on "Exhibit A" attached hereto, do not have any vested right for the beneficial use of water for the subirrigation of crops or for any other purpose, other than domestic; that the Chief Engineer does not have jurisdiction to make any determination of any vested right for domestic purposes or for the determination of any claim of absolute ownership in water; that the respective claims of the claimants for vested rights be, and each of them hereby are, rejected and denied.

s/ R. V. SMRHA,
R. V. Smrha, Chief Engineer,
Division of Water Resources,
Kansas State Board of
Agriculture.

Exhibit "A"

A. B. Williams, Halstead, Kansas, SE ¼-30-24-2W; SE ¼-19-24-2W; S ½ SW ¼-30-24-2W, Harvey County. (Balance of list not copied)